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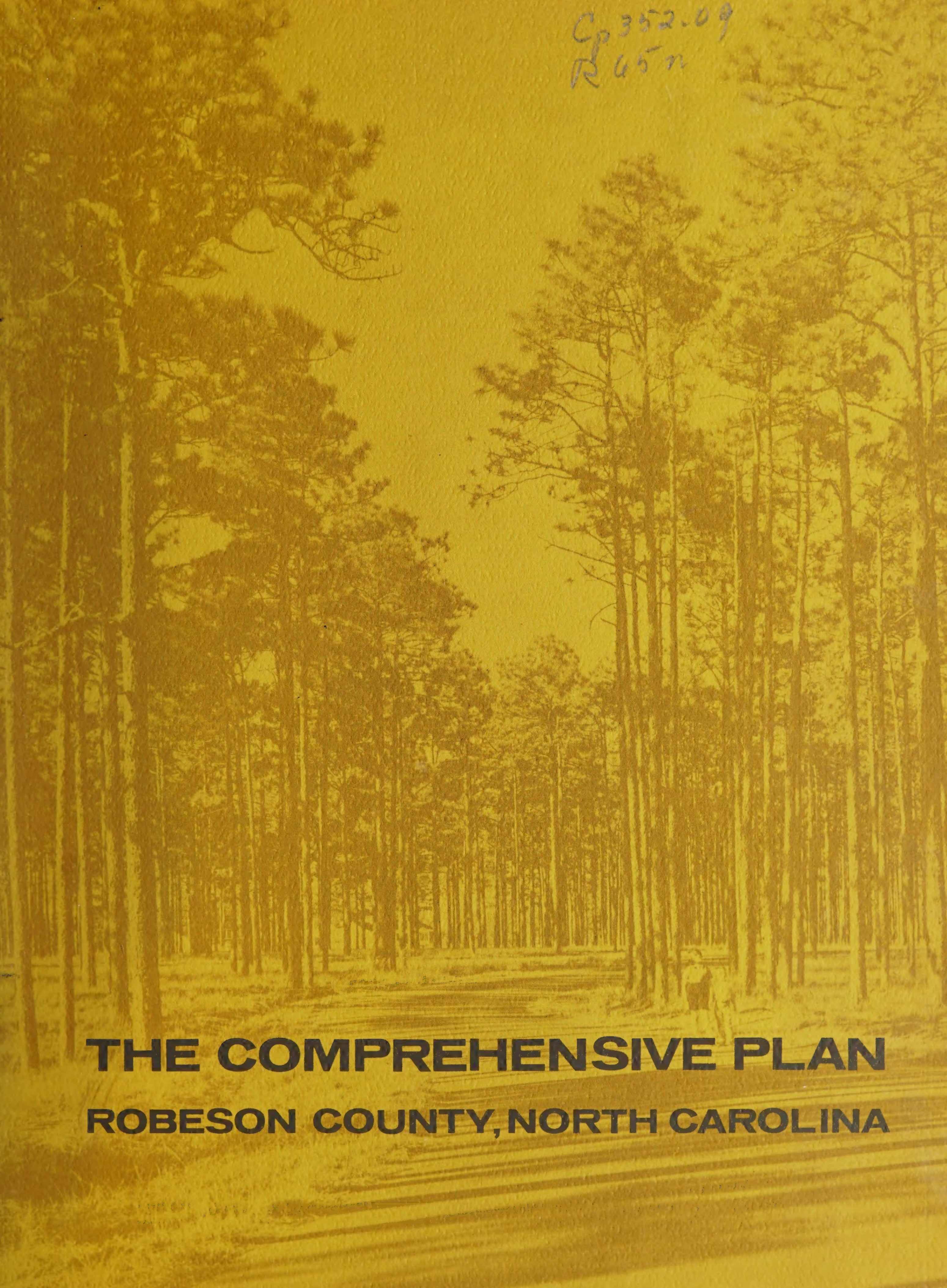

THE COMPREHENSIVE PLAN

ROBESON COUNTY, NORTH CAROLINA

TITLE: A Comprehensive Plan for Robeson County, North Carolina

AUTHOR: N. C. Department of Local Affairs, Division of Community Planning

SUBJECT: Land Development Plan and Community Facilities Study and Plan for Robeson County, North Carolina

DATE: March, 1970

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ABSTRACT:

The Land Development Plan represents an extension of the county's earlier Land Potential Study. It presents quantitative and qualitative proposals for the future development of the county's land resources for the recognized categories of land uses for a twenty year planning period.

The Community Facilities Plan analyzes services provided by local governments, with emphasis placed on those financially supported by the county. A twenty-year plan for the development of facilities and services in the county is proposed, based upon growth projections and the Land Development Plan. A Council of Local Officials is proposed as an intergovernmental coordination and services consolidation agency for the county and participating municipalities.

THE COMPREHENSIVE PLAN

ROBESON COUNTY, NORTH CAROLINA

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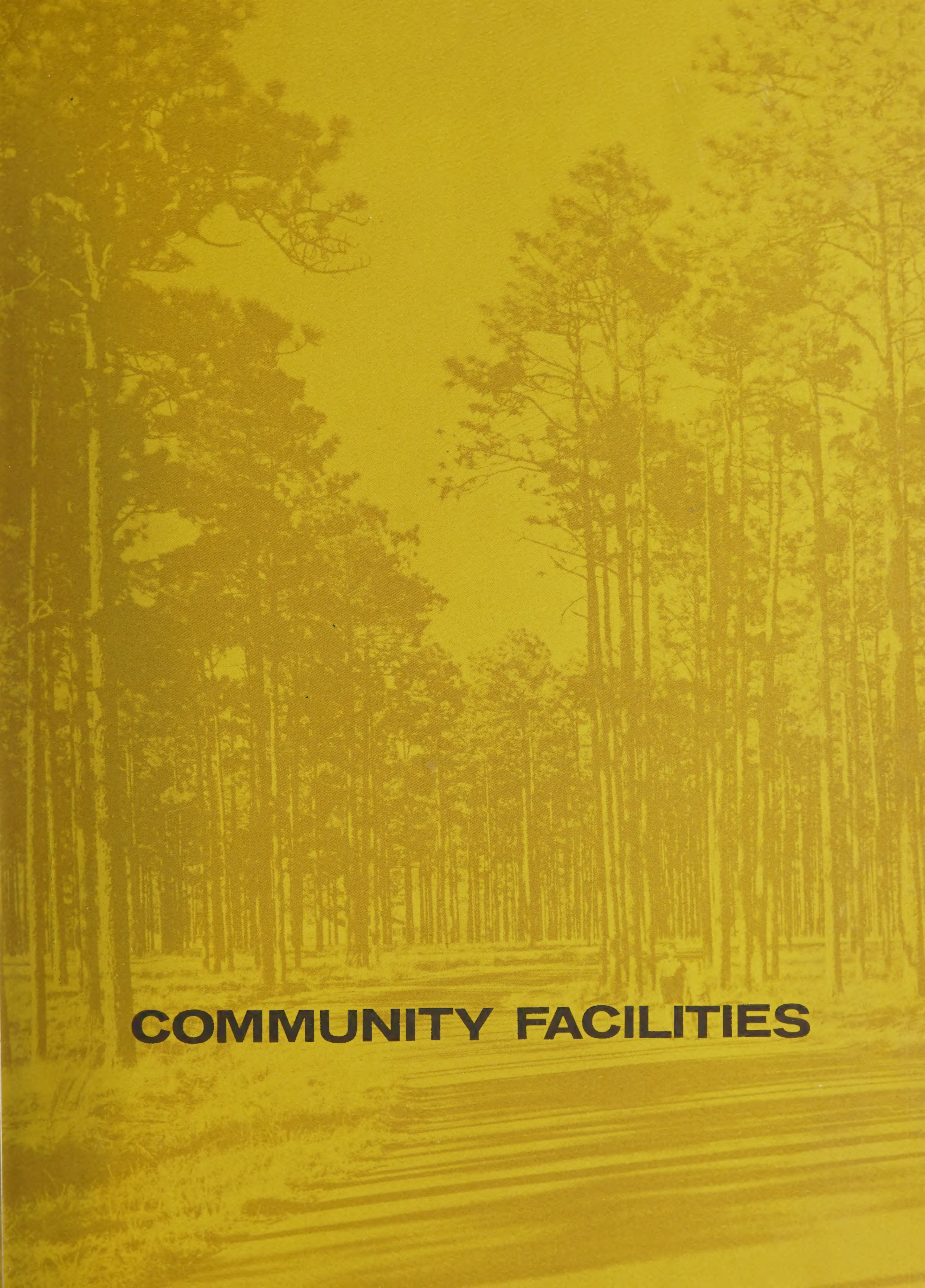


COMMUNITY FACILITIES

INTRODUCTION

This section is a study of Robeson County's public serving facilities: public office buildings, fire and police protection, rescue squadrons, civil defense, water and sewer, refuse disposal, schools, health and welfare, and the airport. These various facilities will be analyzed to determine if they are adequate to serve the county's present and 1990 estimated populations of 91,000 and 105,000 respectively. After making a survey and analysis of each facility, recommendations will be made that will guide public officials as they plan for facility improvements. By planning for county facilities now, the county should benefit in three ways.

1. It will facilitate necessary acquisitions of land while prime locations of not overly inflated priced land is still available.
2. It will facilitate programming of changes and additions to county services so that new physical facilities can be developed for the minimum of difficulty.
3. It will insure general attainment of the long range development plan for Robeson County.

Preparing Robeson County for facility improvements is by no means an easy task. New residential and industrial growth has increased the demands for more urban type county government services such as police and fire protection, refuse collection, and water and sewer services. In order to accommodate the demands resulting from increased growth, county and municipal governmental units should cooperatively evaluate and define their need for existing and additional services. Many municipal service problems extend into areas of the county and create area-wide service problems. The management of such area-wide problems depends on the county's and municipality's willingness to cooperatively participate in providing the needed services. At the present time, twelve small units of municipal government and the

Robeson County government provide services with limited financing and inadequate equipment. If all the governmental units consolidated some of their traditional services, such as solid waste disposal, existing and future services could be upgraded to increase efficiency levels and provide economy to all governmental units.

Cooperative agreements between governmental units are not entirely untried in Robeson County; informal and formal government cooperation has already developed in a number of overlapping spheres. One interesting informal agreement, extending municipal water and sewer lines outside the city limits, has been successfully used in Red Springs and Lumberton. The County Commissioners have agreed to pay for water line extension installation costs outside the municipal boundary and the cities have pledged to provide and pay for the maintenance service.

Other informal actions have resulted in informal municipal-county organizations. In the early 1950's, the mayors of each town formed an informal organization called the League of Municipalities. The League is active in the county and serves primarily as an organization for discussing joint municipal problems. The organization was instrumental in having all the towns' fire departments and rescue squadrons pledge to respond to any emergency assistance requests from neighboring towns. In addition the County Commissioners have appointed a County Industrial Development Commission, a County Planning Board, and a County Housing Authority whose delegations represent each municipality in the county.

When consolidation of governmental services is in the interest of the county's well being, it would be advisable to create a formal organization capable of managing area-wide problems confronting individual governmental units. In 1967, the North Carolina General Assembly ratified a bill that enables governmental units to create a formal organization authorized to manage area-wide problems. This organization, called a Council of Local Officials, is composed of a delegation representing one appointed public official from each participating government unit. Each governmental unit appropriates funds to the Council and may levy a special tax for the payment of such annual appropriations. Specific powers and duties of the Council are:

A. Study governmental problems common to two or more of its member units as may be specified in the Council's resolution such as matters affecting health, safety, welfare, education, recreation, economic conditions, and regional development.

B. Promote cooperative arrangements and coordinate actions among its member governmental units.

C. Make recommendations for review and actions to its member governmental units and other public agencies which perform functions within the region in which its member governmental units are located.

D. Exercise such powers as are exercised or capable of exercise by its member governmental units and necessary or desirable for dealing with problems of mutual concern, and which are specified in the resolutions under which it operates.

Recommendations

1. It is recommended that Robeson County's League of Municipalities be constituted as a Council of Local Officials. In becoming a Council of Local Officials, the organization could work effectively towards the consolidation of many governmental services which may be possible 20 or 30 years from now. As this Community Facilities Plan points out, it may be possible to consolidate some local governmental services over the next 2-10 years because of the immediate and urgent need for additional services. For instance, area-wide problems of fire protection, police protection, rescue squadrons, refuse disposal, education, and housing could be immediate concerns of public officials throughout the

county. The public officials must realize that cooperative solutions to area-wide problems will allow a greater degree of economy and efficiency by eliminating costly duplication of governmental services. The Council acting as a governing body composed of public officials of each member governmental unit would serve as a delegation that would bring together officially and regularly all of the major interests and problems in the county so that area-wide problems may be fully considered, development programs established, compromises reached, and decision making carried out.

2. The Council should hire an executive director who would administer the Council's policies, coordinate the activities of the various existing and proposed department directors, and advise the Council on its eligibility for Federal, state and private grants which could be used in conjunction with the area-wide development program.
3. The Council should coordinate police, fire, and emergency-rescue operations on an area-wide basis and establish a central communications center that would enable all departments to coordinate their emergency calls.
4. The Council should organize a public works department that would be responsible for carrying out public water, sewer, and refuse disposal services on an area-wide basis. Many of Robeson's governmental units have already hired individual consultants to do water and sewer studies, and in the future additional studies and construction will be necessary. If the Council's member governmental units shared a public works director, one department would be responsible for coordinating water and sewer programs.
5. The Council should organize a department of parks and recreation. The department should develop an area-wide plan for recreation and coordinate the existing recreation programs and facilities and any new plan proposals.

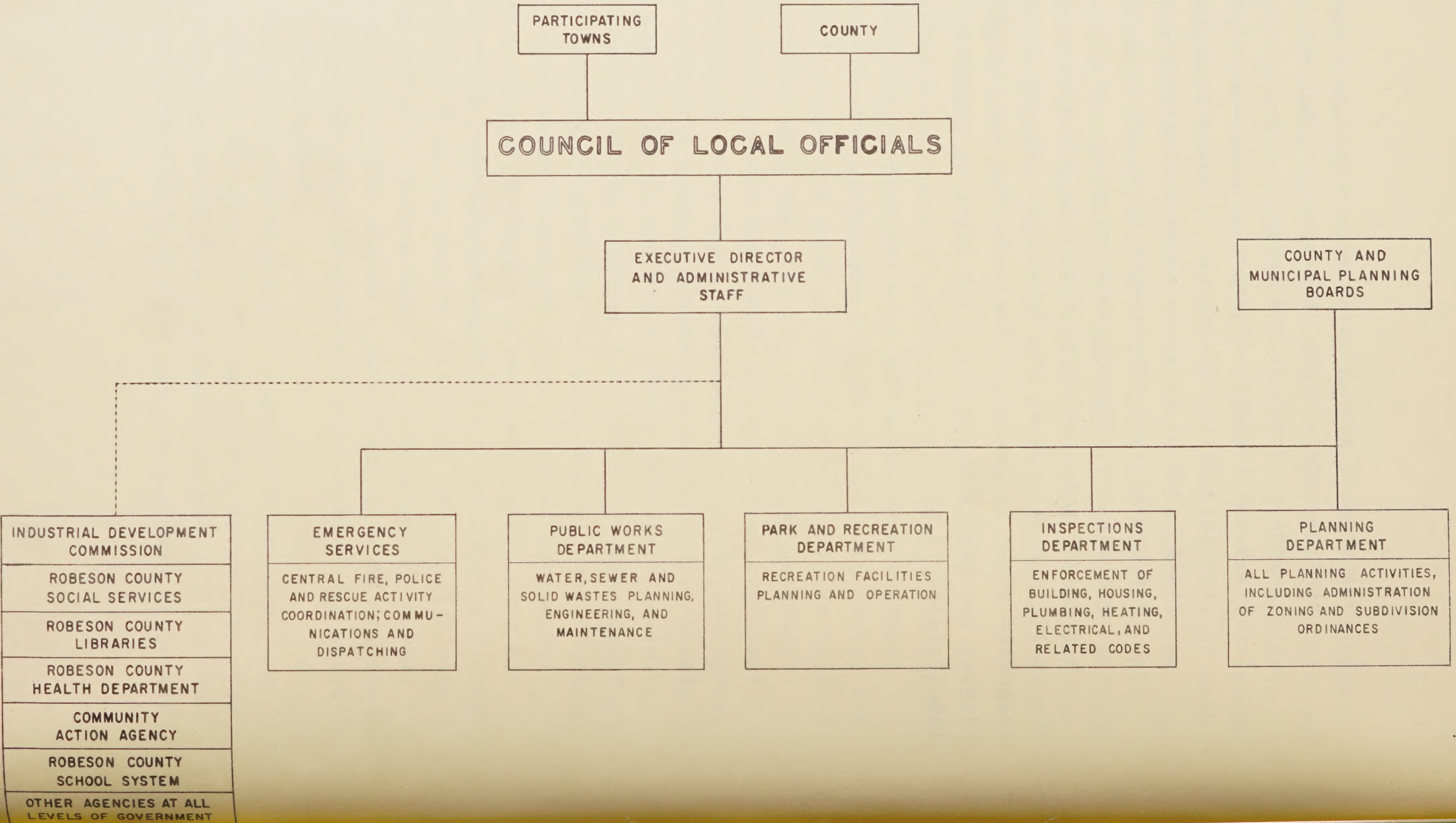
6. The Council should organize a county-wide building and housing code inspection department that would provide inspection services and enforce uniform, area-wide codes.
7. The Council should organize an area-wide planning program throughout the county. A planning director and staff could be hired to coordinate existing municipal and county land development plans and also update and prepare any additional future plans.

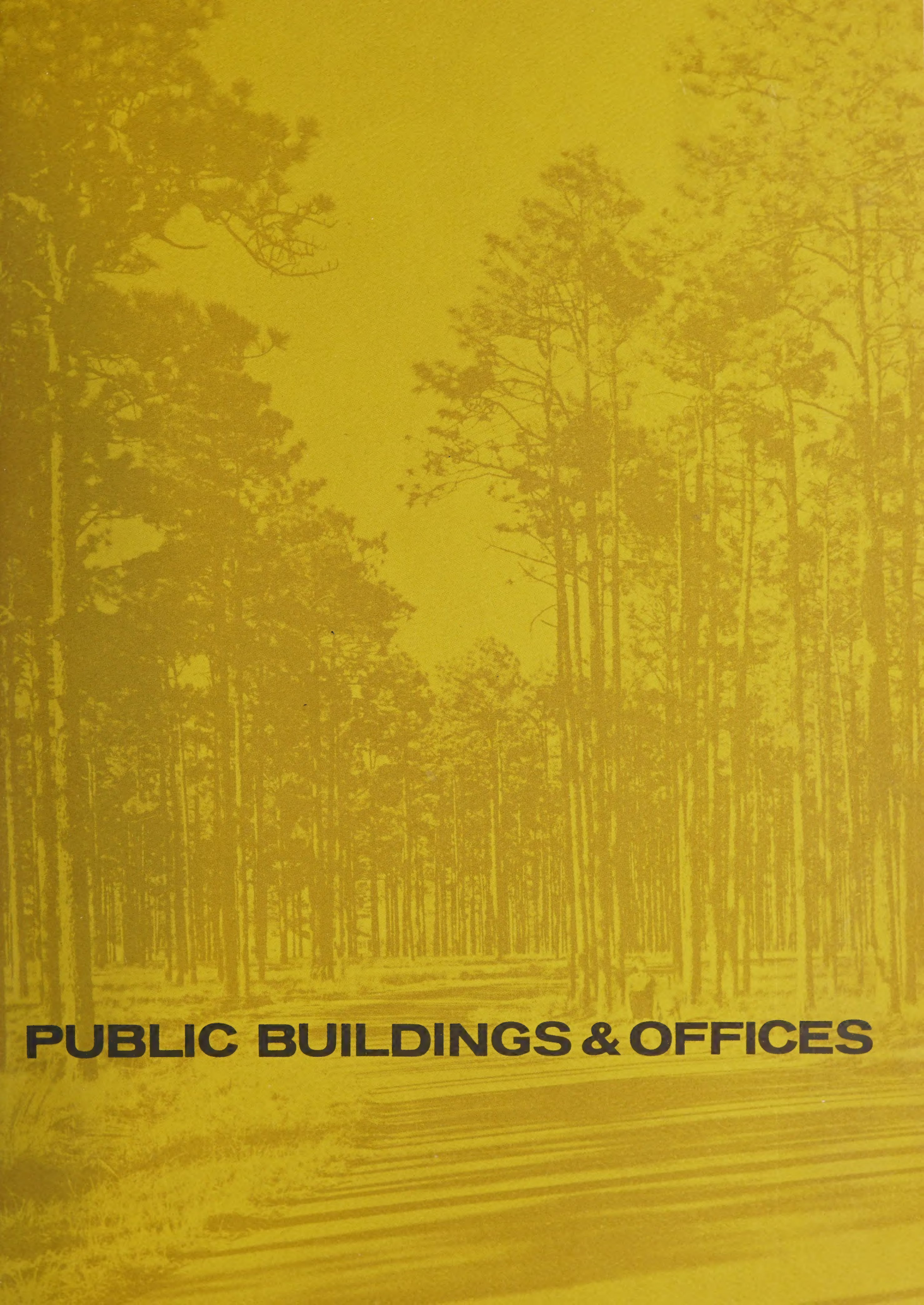
A proposed organizational structure for such a council and its staff is presented on the following page, based upon these suggested areas of concern. The mechanics for establishing the council are set forth in the state enabling legislation, G. S. 160-77.1-160-77.6.

CHART I

PROPOSED ROBESON COUNTY COUNCIL OF LOCAL OFFICIALS

FOR SPECIFICS OF ACTUAL ORGANIZATION, PROCEDURES, POWERS AND DUTIES, SEE G.S. 160-77.1-160-77.6


PARTICIPATING TOWNS
COUNTY
COUNCIL OF LOCAL OFFICIALS
EXECUTIVE DIRECTOR AND ADMINISTRATIVE STAFF
COUNTY AND MUNICIPAL PLANNING BOARDS
INDUSTRIAL DEVELOPMENT COMMISSION
ROBESON COUNTY SOCIAL SERVICES
ROBESON COUNTY LIBRARIES
ROBESON COUNTY HEALTH DEPARTMENT
COMMUNITY ACTION AGENCY
ROBESON COUNTY SCHOOL SYSTEM
OTHER AGENCIES AT ALL LEVELS OF GOVERNMENT
EMERGENCY SERVICES
CENTRAL FIRE, POLICE AND RESCUE ACTIVITY COORDINATION; COMMUNICATIONS AND DISPATCHING
PUBLIC WORKS DEPARTMENT
WATER, SEWER AND SOLID WASTES PLANNING, ENGINEERING, AND MAINTENANCE
PARK AND RECREATION DEPARTMENT
RECREATION FACILITIES PLANNING AND OPERATION
INSPECTIONS DEPARTMENT
ENFORCEMENT OF BUILDING, HOUSING, PLUMBING, HEATING, ELECTRICAL, AND RELATED CODES
PLANNING DEPARTMENT
ALL PLANNING ACTIVITIES, INCLUDING ADMINISTRATION OF ZONING AND SUBDIVISION ORDINANCES



PUBLIC BUILDINGS & OFFICES

PUBLIC BUILDINGS AND OFFICES

The Court System

Under a 1965 act of the General Assembly, North Carolina General Statutes 7A-302 requires the counties to provide courtroom and related judicial facilities for the district court system. Therefore, Robeson County has to provide adequate space and furniture for judges, solicitors, prosecutors, magistrates, juries, and other court related personnel; office space, furniture, and vaults for the county clerk; jail and juvenile detention facilities; and a law library if the Commissioners decide to establish one.

The County Commissioners have made accommodations for the new district court system in the county courthouse building. The courthouse building, located in downtown Lumberton, was built in 1890 on a one acre site and is surrounded by streets on four sides. Since its early construction date, two two-story additions have been made to the north and south sides of the building and no off-street parking provisions have been made for visitors or employees. When spaces are available, vehicles can be parked in the on-street metered spaces or at public off-street parking lots located within two-three blocks away.

The district courtroom is located on the second floor of the courthouse building. Besides the courtroom, other judicial facilities are located on the second floor: a court stenographer's room, two judges chambers, a jury room, lawyers' reading room, domestic relations courtroom, probation offices, two family counselor's offices, and a lounge. The magistrate's office and a clerk of court's office is located on the first floor of the courthouse. In addition, the Commissioners lease family counselor's and probation offices in a two-story building across the street from the courthouse.

A survey and analysis conducted by the Division of Community Planning revealed many deficiencies in the county's court facilities: 1) county courtroom facilities are inadequate for the demands of the court system, 2) the clerk of court's office critically lacks needed space for its 15 clerical employees, office equipment, and large volumes of stored records, 3) like many of the county offices located in the old courthouse building, the old courtroom and adjoining judge's chambers and jury rooms are in poor physical condition, 4) it is anticipated that more space will be necessary than presently exists for most court related activities, and 5) off-street parking is needed for courthouse visitors and employees.

Board of County Commissioners

The Board of County Commissioners is the governing body of the county and exercises the powers specifically delegated to the county by the North Carolina General Statutes. The Board is composed of seven members and meets on the first Monday of each month. All Board meetings are open to the public and attendance varies depending on the controversy of the Commissioners' agenda. Total attendance, however, is limited to the small seating capacity of the Board's meeting room. The meeting room is located on the first floor of the Robeson County Courthouse and has approximately 250 square feet of floor area. Room furnishings are limited to one long table and a few dozen folding chairs.

Deficiencies determined by a survey and analysis were: 1) the room is too small for conducting Commission meetings, 2) inadequate lighting, 3) inadequate seating accommodations, and 4) noise distractions from the courthouse entrance hall.

County Manager's Office

Under a local act of May 1, 1929, Robeson County became the first North Carolina county to form a commissioner-manager form of government and hire a full-time county manager. The county manager, acting as the administrative head of the county government, has the responsibility of appointing or dismissing governmental employees; executing county commissioners' orders, resolutions, and regulations; recommends measures for adoption; and prepares the county's budget.

The county manager's office is located adjacent to the Commissioner's meeting room. The office area is divided into two separate rooms: one 300 square foot room is the manager's private office and the other 600 square foot room serves as a clerical office, reception room, and record storage area.

Deficiencies determined by a survey and analysis were: 1) inadequate record storage area, 2) inadequate lighting and heating, and 3) poor physical condition of walls and ceilings.

Tax Department

The Tax Department is responsible for issuing tax statements and collecting real and personal property taxes from county residents. The department is divided into two offices, the tax collection office and the tax supervision office. The tax collection office is located across from the county manager's office, and the tax supervision office is located next to the tax collection office. Eight people work in the 300 square foot tax collection office. The tax supervision office is staffed with 7 people who also work in a 300 square foot office. Both offices have an approximate 400 square foot record storage area in the basement.

The deficiencies determined by a survey and analysis were similar for each office: 1) crowding of clerical staff and equipment, 2) poor lighting and heating, 3) inadequate storage area, 4) floor area and room design prohibits an efficient office arrangement, 5) private office space is not available for tax collectors and supervisor, 6) inadequate size public reception area, and 7) poor physical condition of walls and ceilings.

Register of Deeds

The Register of Deeds is responsible for keeping public records of various legal documents related to real and personal property. The Register of Deeds' office is located on the first floor of the courthouse's north wing. The total office area contains approximately 3,500 square feet and has the following accommodations.

1,125 square feet - clerical office space (5 employees)
1,350 square feet - vault record storage area
1,350 square feet - basement vault record storage area
575 square feet - photostat and copy equipment room
100 square feet - Register of Deeds' private office

The deficiencies determined by a survey and analysis were: 1) inadequate lighting, and 2) inadequate storage area for equipment and records.

Industrial Development Commission

The Industrial Development Commission offices are on the third floor of a modern four-story bank building located across the street from the old courthouse. The executive director and his secretary work in a three-room office area that should be adequate for future needs.

School Administration Building

The county school superintendent is the professional school administrator for the County School Board. The Board is the corporate body which carries out powers granted to it by the North Carolina General Statutes. These powers, although they are broad, do not authorize the Board to levy taxes for financial support of the county schools. Financial support of the county school administrative unit is the responsibility of the County Commissioners.

The school administrative center building is located on a 15 acre site along N. C. 72 near the county health and welfare department. The administrative office building, constructed in 1958, was designed with a bookkeeping and record storage area, 11 offices, and an assembly hall.

A survey and analysis of the building revealed that the building is in adequate condition but additional storage and office space, a large reading room, and a lounge are needed.

There is adequate on-site, off-street parking and vacant land for future building expansion.

Sheriff's Office and County Jail

The sheriff, as the principal law enforcement office in the county, is authorized by the General Statutes to operate the county jail and enforce the criminal laws, county motor vehicle laws, fish and game laws, and certain state liquor laws.

The sheriff's office is located on the first floor of the county courthouse. The 1,500 square foot office area is divided into two rooms: one room serves as the sheriff's private office and the other room is used by the radio dispatcher and one clerical employee. The county jail is located on Water Street and is a facility which was renovated in the late 1950's. A jailer is appointed by the sheriff to maintain and supervise the jail. The North Carolina Department of Social Services last rated the jail in 1968 as an adequate facility.

Deficiencies determined by a survey and analysis are: 1) sheriff lacks necessary office space for operating an efficient department, 2) there is no meeting room or private work area for the sheriff's deputies, 3) the sheriff has no fingerprinting and photographic room, 4) offices are in poor physical condition, and 5) county jail needs minor damage repair.

Health Offices

The county health offices are located in the old county home on N. C. 72. The brick building was constructed in the early 1940's and is presently being utilized to full capacity. A survey and analysis of the offices revealed the following deficiencies: 1) inadequate waiting rooms and office spaces, 2) facility is becoming old and its physical condition is deteriorating, 3) inadequate off-street parking areas, and 4) no vacant space for additional employees.

Social Services

Social services offices are also located in a section of the old county home adjoining the health department. A survey and analysis revealed that the Social Services Department has office deficiencies similar to the health department.

Mental Health Clinic

The county's mental health clinic will move its offices in September, 1969, to its new clinic located adjacent to the Southeastern General Hospital. The new clinic is equipped with modern facilities and has adequate office space and off-street parking to meet its needs during the next 20 years.

Agricultural Extension Offices

The county's agricultural extension offices are located in a 1937 two-story brick building on Eighth Street in Lumberton. The building houses the offices for the County Plant Pest Control Service, Civil Defense Department, and County Board of Elections. Each of these departments has adequate space, but since the building will be 40 years old by 1977 and no vacant space is available for expansion, new office space will be needed.

Evaluation

It is obvious that many county offices and the court facilities are obsolete and inadequate to serve the people of Robeson County. The factors which are contributing to the functional obsoletion of the county offices are: 1) structural and mechanical deficiencies such as poor lighting, heating, and cooling and cracked ceilings and walls; 2) overcrowding; 3) poor interior room arrangements that hamper efficient operation; 4) inadequate storage areas for equipment and records; 5) lack of available space for expansion to meet increased needs; and 6) inadequate off-street parking areas.

Anticipated future population growth poses additional critical problems in county government. To meet the future growth needs existing departments will have to be expanded and/or redesigned, additional equipment will be necessary, filing systems will need updating, additional government service employees will be needed, and new departments should be organized.

Recommendations

1. A new county courthouse building should be constructed by 1974. Office space should be provided for the following existing county offices and departments.

    County Manager
    Register of Deeds
    Tax Collector
    Tax Supervisor
    Civil Defense
    District Court System
    Board of Elections
    Agricultural Extension Service
    Sheriff's Office

    In addition to the space needs for existing functions in Robeson County government, provisions should be made to accommodate new government functions and operations which are listed below.

    Planning Director
    Public Housing Authority
    Code Enforcement Officer
    County Fire Marshall
    Central Communications and Information Center
    Public Assembly Hall
    Employees' Lounge

    In addition to the above, the county may decide to establish other governmental departments. Therefore, a site should be selected that will allow for office expansion beyond those listed when it becomes necessary.

2. A recommendation of Lumberton's Downtown Redevelopment Plan was to develop a joint city-county government complex by 1980.[1] The idea of a joint governmental center located in Lumberton is a sound idea. Such a facility would enable the city and county to combine some functions of government thus eliminating the need for duplicating expensive equipment and personnel requirements. Therefore, if the city and county governments could channel their planning efforts toward the development

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[1] Division of Community Planning, Downtown Lumberton. (Raleigh: Department of Conservation and Development, 1966), p. 30.

of a joint city-county governmental center, economies and efficiencies will accrue to both units of government.

Since many of the county and city's offices are presently obsolete, site acquisition and development of a joint governmental complex should begin in 1971 rather than 1975. The site recommended in the Plan for the governmental complex building is located north of Fifth Street between Water and Elm Streets in downtown Lumberton.[2]

3. In order to develop the government building complex, a comprehensive county-city building program should be directed by a steering committee composed of two city and two county members. The steering committee should retain an architect to conduct an office space study and propose a comprehensive building program, organize and coordinate joint city-county public hearings, obtain public support, and coordinate city-county bond issue referendums.

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[2] Ibid., p. 22.

PUBLIC SAFETY

FIRE PROTECTION

There are three fire districts providing fire protection to the people in the rural areas of Robeson County. (See Map 1). The Piney Forest District, which serves a four-mile area around Parkton, is the only district that qualified for a 9A fire insurance rating by the North Carolina Insurance Rating Bureau. The 9A rating, one of two ratings applied to rural fire districts by the N.C.I.R.B., qualifies property owners of the district for a lower fire insurance premium. The Allentown Fire District does not meet the Fire Insurance Rating Bureau's standards and the Northwoods District has just forwarded cooperative papers to the Fire Insurance Rating Bureau for its rating approvals.

Municipalities with fire departments are also rated by the N.C.I.R.B. Municipalities can apply for eight different ratings (1-8); rating 8 is the minimum fire rating that can be applied to municipality departments. The municipal fire ratings are presented below.

Parkton	8
Lumberton	5
Fairmont	7
Maxton	8
Pembroke	8
Red Springs	8
Rowland	8
St. Pauls	8

The only other fire protection available in rural areas is offered by municipal fire departments on a fee basis. However, the N.C.I.R.B. does not recognize this type of rural fire protection primarily because it is inadequate.

Following is a list of municipal rural fire coverage policies and their rural fire fighting equipment.

Lumberton -- Lumberton's Fire Department provides limited service beyond its city limits. The North Carolina Cancer Institute and industries within a five mile radius of the city are served on a contractural agreement. The highest annual payment is $300 per year. Schools and churches beyond the city limits are assisted only at the discretion of department officials in charge at the time the call is received. No residences or commercial establishments beyond the city limits have fire protection.

Fairmont -- Fire protection outside Fairmont's corporate limits is available on a yearly membership fee to people living in a 10-mile radius from Fairmont. Rural fire protection memberships are $10 for a farm with up to five buildings plus $1 for each additional building. A $5 fee is charged for dwellings. If a fire call is attended for a person who has no membership, a flat rate of $100 is charged. Fairmont's rural fire department, which is separate from the municipal department, has two fire trucks which are garaged at the municipal fire station. The trucks are a 550-gallon 1953 Chevrolet pumper and a 1,000-gallon 1958 GMC pumper.

Pembroke -- Pembroke's rural fire department, which is separate from the municipal department, serves a rural area five miles outside the city limits and charges $5 for each building. A 920-gallon 1958 Ford tanker and a 700-gallon Ford pumper are used for rural fires. The rural fire fighting equipment is not garaged since there is only garage space available for city equipment. This creates engine starting problems during the winter months.

Rowland -- Rowland's rural fire department, which is separate from the municipal department, serves a four mile area and charges $15 for each building. The equipment used for fighting rural fires are a 750-gallon 1967 Chevrolet pumper, and an 800-gallon 1957 Chevrolet pumper.

Evaluation

Fire protection, for many reasons, is presently inadequate. A critical problem results from inadequate fire protection coverage in rural areas. As a result of a limited number of fire departments and their limited capabilities large percentages of Robeson County lack fire protection. Also, those areas relying upon fire protection within a five or ten mile fire district have inadequate protection. Another major deficiency occurs in the present departmental organization. Each municipal department maintains its own policies regarding rural fire protection and in many cases, the decisions are at the discretion of the fireman answering the call. This method does not insure county residents of comprehensive fire protection. In addition, the municipal fire departments have limited finances which prevents them from purchasing new or old fire fighting equipment to use in rural areas. Therefore, rural equipment will usually consist of old municipal equipment which has been handed down or makeshift water carriers and trucks.

Still another deficiency is that the county government does not contribute to the support of fire departments in the county. No county assistance is provided for equipment or training of volunteer firemen. Volunteer firemen receive most of their training at monthly training sessions conducted by the fire chief. Each municipal department conducts its own individual training program and very little cooperative training is conducted in the county. Training programs conducted on this basis results in unequal training of volunteer firemen.

Recommendations

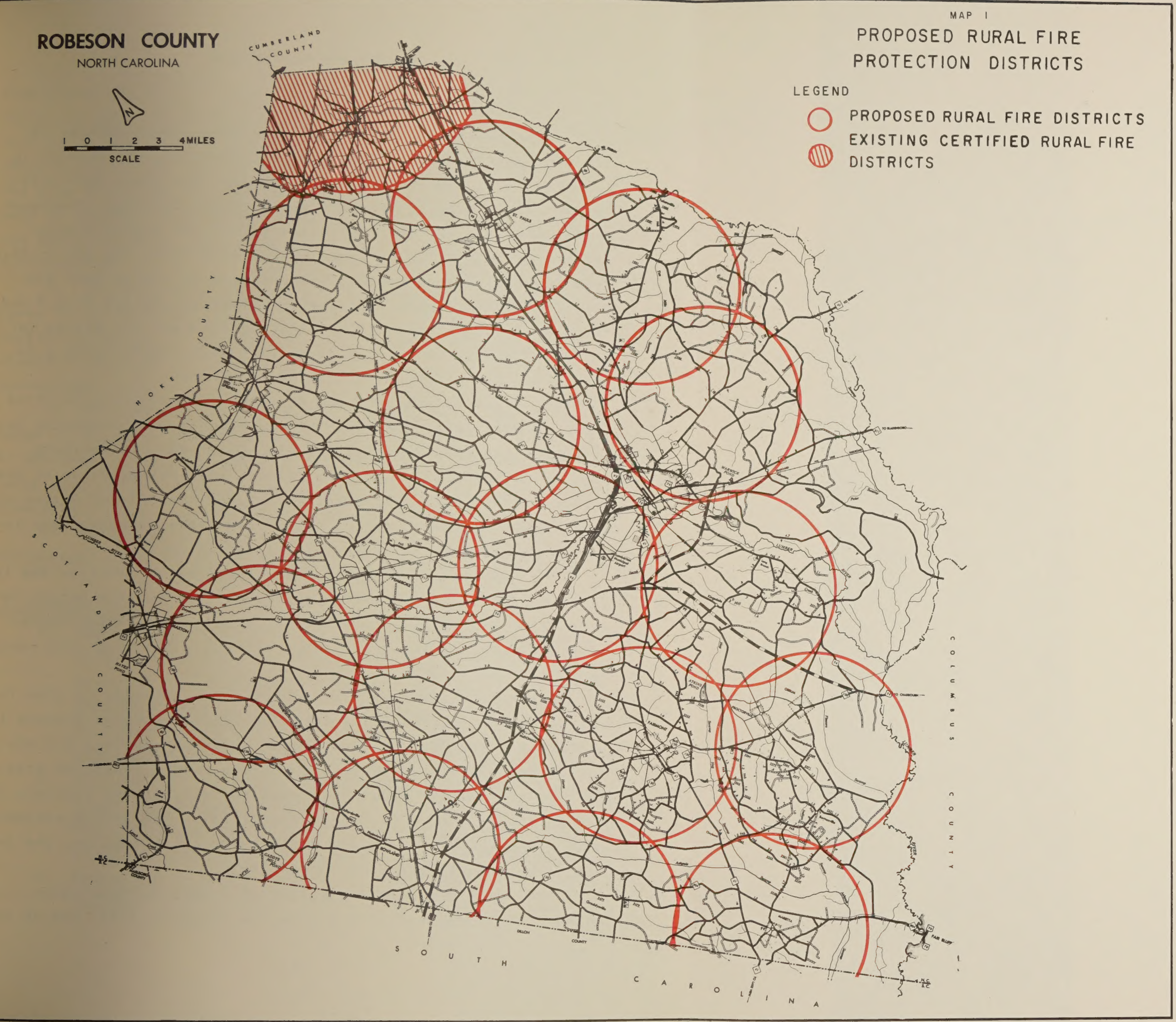
1. Fire protection should become a function of a new department which is governed by the Council of Local Governments. The County Fire Marshall should have the responsibility of coordinating all fire departments in Robeson County. The County Fire Marshall's duties should be: 1) establish a workable county-wide fireman training program so that all fire departments will receive equal training sessions and opportunities, 2) he should make recommendations and assist in the recruiting of adequate volunteer personnel within the fire

districts and dispatch nearby units during emergencies, 3) he should coordinate with and advise the department director on a comprehensive fire coverage protection system for Robeson County, and 4) the fire department's communication system should be linked into the new central communication center which would also be used by law enforcement agencies, civil defense, and rescue squadrons.

2. By 1980 an area-wide fire protection system should be established with rural fire departments located in areas similar to those shown on Map 1.

MAP 1

PROPOSED RURAL FIRE PROTECTION DISTRICTS



LEGEND

- ○ PROPOSED RURAL FIRE DISTRICTS
- ▨ EXISTING CERTIFIED RURAL FIRE DISTRICTS

POLICE PROTECTION

The sheriff is the principal law enforcement officer in Robeson County. As the principal law enforcer, the sheriff is assisted by 23 deputy sheriffs. The deputies serve both criminal and civil papers, attend Superior Court hearings, transport mental patients and criminals, and patrol the entire county. The county is divided into six patrol districts, and two or three deputies are responsible for law enforcement within each district. A vehicle patrol is conducted during the day from 9 a.m. through 11 p.m. There are no night patrols but one deputy remains on night call in each district. Each deputy works a 14 hour shift and receives one day off per week.

The deputies are well-qualified men and all have received basic regular police training at the Fayetteville Technical Institute. Eighteen deputies have received advanced training either in Chapel Hill at the Institute of Government, or at the Fayetteville Technical Institute, or with the Federal Bureau of Investigation in Washington, D. C. Six other deputies have received advanced training in specialized fields.

The department has purchased a total of 21 vehicles and two pick-up trucks. The vehicles are replaced when they become two years old, and they are equipped with basic protection equipment: two-way radios, gas masks, shotguns, and first aid equipment.

Besides maintaining law and order, the sheriff is also in charge of the county jail located at Sixth and Water Streets in Lumberton. The jail is equipped with living quarters for the jailer and his wife, a kitchen, storage rooms, reception area, and 52 jail cells: 32 are reserved for men, 16 for females, 2 for juveniles, and 3 for the mentally ill. The jailer estimated that 200 persons a month are kept at the jail; however, the jail has never been filled to its capacity.

The North Carolina Department of Public Welfare rates Robeson County's jail as a secure and adequate jail, and it is considered one of the better county jails in the state. The need for a new jail is not apparent at this time; however, since the jail is an old structure that was renovated in 1950, it could deteriorate during the 20 year planning period. In this event, the site should be abandoned and provisions made for a new jail near or adjacent to the new city-county courthouse. The survey and analysis of the sheriff's department revealed the following deficiencies:

1. The sheriff's department is lacking critical office space to operate efficiently. There is need of more space for facilities which are currently not present such as deputy sheriff's meeting area, fingerprinting room, a lab, and the photography room.

2. The sheriff's department, in order to serve a county as large as Robeson, needs a large deputy police force. The present 23 man force is overworked. The deputies work long hours, receive very little time off throughout the year, and are grossly underpaid.

3. Additional vehicles will be needed in the future, but at the present time, there is not a critical shortage of vehicles.

Recommendations

1. Additional space should be provided for a reception room, a deputy assembly room, interrogation room, fingerprinting and photography room, storage rooms, and the sheriff's private office. The sheriff's office should be contained within the new city-county courthouse complex as proposed earlier in this report.
2. The sheriff's deputies force should be increased by at least 20 additional men over the next 20 years. During the 1970-1973 period, fourteen deputies should be added to the department.
3. Deputy pay scale should be upgraded to meet the state average of about $500 per month.

4. The sheriff's department should be linked to the new communications center as was previously discussed in this report. This center will provide instant communications to the State Highway Patrol, various fire departments and rescue squads throughout the county, and also enable the deputies to communicate quickly with central headquarters.

RESCUE SQUADRON

There are seven rescue squadrons in the county but none of them are administered by the county government. The Robeson County Rescue Squadron is the largest and best equipped squadron. It is a 30 member volunteer squadron with headquarters at the Ed J. Glover Fire Station at the intersection of Fourteenth Street and Goodwin Avenue in Lumberton. This squadron receives an annual operating budget of $1,600; $1,000 appropriated by Lumberton and $600 by Robeson County. However, since this amount barely covers operating costs, fund raising campaigns are conducted to raise money for equipment purchases.

The Robeson County Rescue Squadron has three pieces of major equipment: a 1954 International truck, a 1966 Chevrolet ambulance, and a 16-foot aluminum boat. This equipment is adequate for most rescue operations; however, the squadron lacks a four-wheel drive vehicle for emergencies that occur in densely wooded areas or swamps. Without a four-wheel drive vehicle, access to these areas is difficult and slow.

The squadron's headquarters building is adequate to garage the three pieces of equipment, but indoor space is not available for monthly meetings or any additional equipment. Adequate accommodations will only be possible when the building is enlarged.

The county squadron has two qualified instructors who conduct regular rescue training sessions. The volunteer members attend additional training sessions conducted by the Institute of Government in Chapel Hill, the North Carolina Association of Rescue Squadrons, and the North Carolina Department of Insurance. Besides training volunteer members, rescue programs are offered to county schools, civic clubs, and citizen groups, and special training sessions are offered to the five municipal rescue squadrons. The municipalities of Pembroke, Maxton, Parkton, Fairmont, Red Springs, and St. Pauls have volunteer rescue squadrons. Each

town has one ambulance with basic first aid equipment. These squadrons will usually respond to calls anywhere in the county and provide assistance to the Robeson County Rescue Squadron.

Recommendations

1. Because the rescue squadrons have well organized and trained volunteers, they have made an impressive record in emergency assistance. Since population growth will place new demands upon the squadrons during the planning period, the county should provide more support and financial assistance to the squadrons.
2. One additional rescue squadron should be organized in Rowland.
3. Joint municipal-county appropriations should be made annually to all rescue squadrons. The municipal government should provide appropriations for a squadron headquarters and its maintenances and the county should appropriate money for equipment and operating expenses.
4. The operation of all rescue squadrons could become a function of the Council of Local Governments newly created department that was recommended on page 3.
5. All rescue squadrons should have vehicle and headquarter-based communication equipment that would be linked to a central communication system as recommended on page 4.

CIVIL DEFENSE

The County Civil Defense Agency conducts its program from the basement of the Agriculture Building on Eighth Street in Lumberton. There are three rooms: the director's office, secretary's office, and a radio equipment room.

The civil defense equipment is limited to radio communications and basic survival supplies for stocking shelters. Most of the shelters are located in schools, churches, or other county or municipal public or semi-public buildings.

The major function of the civil defense program is to provide public disaster shelter space for residents of Robeson County. As of July, 1968, there were 57,000 designated fallout shelter spaces distributed in 58 fallout shelters. In order to provide shelter for the remaining people, approximately 34,000 additional spaces would be needed.

Besides providing disaster shelter space the agency must stock shelters with basic survival supplies such as water, sanitation equipment, first aid kits, etc. As of July, 1968, 38 shelters had been stocked for only 5,168 people or roughly 6 percent of the county's population.

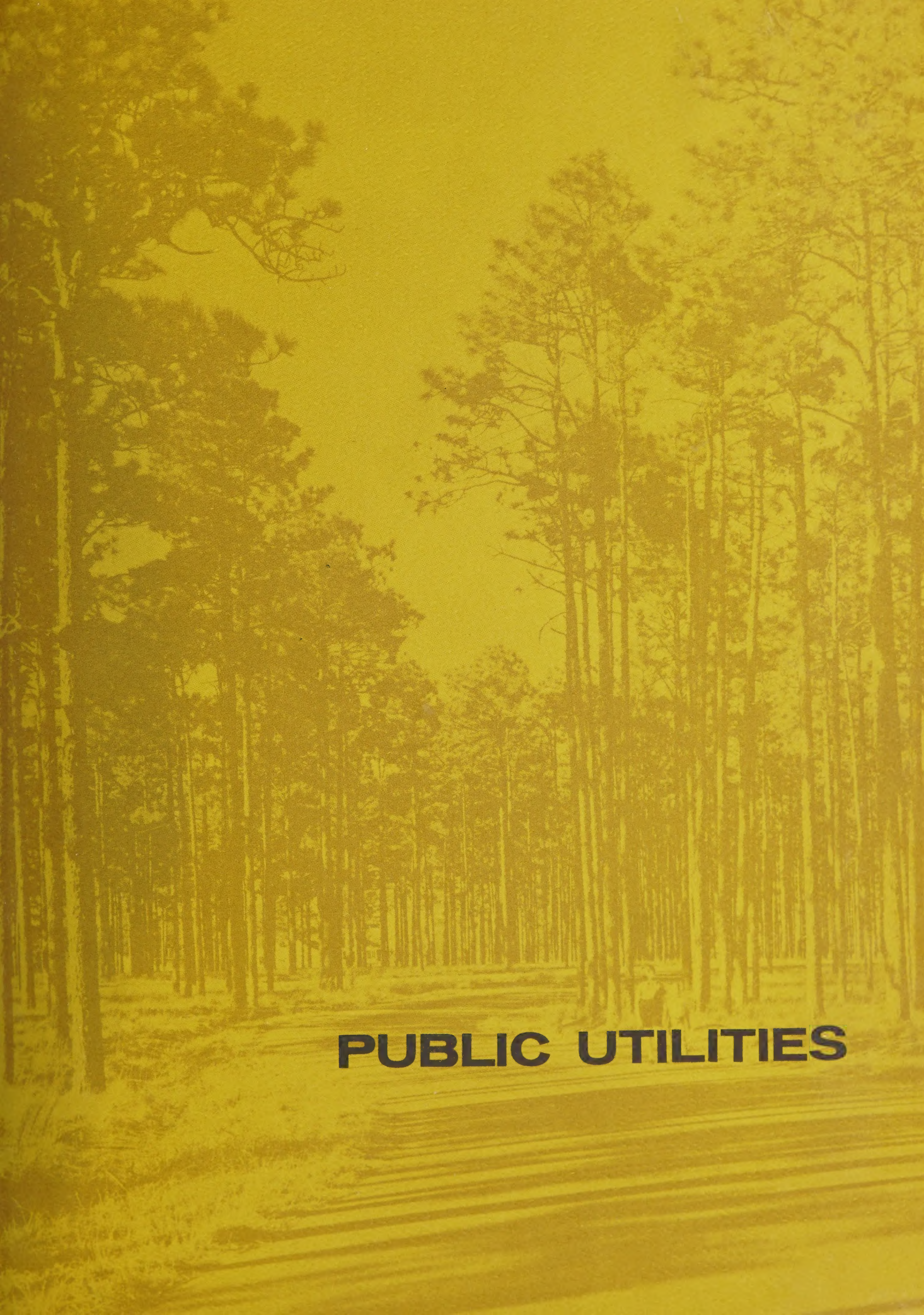
In addition to providing disaster shelters, the agency also conducts regular training sessions and survival training programs in schools and municipalities in the county. Part-time assistants help the full-time director conduct the training sessions in medical self-help, radiological monitoring, shelter management, and emergency preparedness.

Recommendations

1. The civil defense agency should located and mark the additional shelters necessary to provide disaster protection for all people in Robeson County.
2. All shelters should be stocked with survival provisions. However, Federal licensing requirements must first be

met. Therefore, it is recommended that existing shelters not meeting the Federal licensing requirements either be upgraded or abandoned for shelters meeting license requirements. These shelters should be acquired and stocked as the population increases.

3. It is recommended that the civil defense agency headquarters be moved to the basement of the new city-county courthouse complex. Operating from this location, it would be easily accessible for county and city officials, and it would offer nearly 100 percent disaster protection.
4. The civil defense agency staff should hire a full-time training officer. During the planning period as the population increases, another training officer and secretary may be required.



PUBLIC UTILITIES

WATER AND SEWER SERVICES

Water Service

Ground and surface water are two water supply sources available in Robeson County. The City of Lumberton uses the Lumber River as a surface water supply for approximately 18,000 people. Ground water supplies are used throughout the rest of the county. Approximately 43,000 people rely upon seven existing municipal ground water systems. (The Towns of Fairmont, Maxton, Parkton, Pembroke, Red Springs, Rowland, and St. Pauls public water systems serving populations ranging from 1,000 to 3,500 people). The remaining 60,000 people in the county rely upon ground water which is pumped from private wells. These people live in rural areas, on farms, or in low density urban areas where it is not economically feasible to extend public water lines.

Water supplies in the county are readily available and occur in abundant quantity. By increasing their present storage capacities and improving ground water quality, all municipal ground water supplies and Lumberton's surface water supply will be adequate to serve future residential and industrial needs during the planning period. Since the county has a large land area and sparsely populated residential areas between the municipalities, individual wells will continue to adequately serve this need during the planning period.

Sewer Services

Another important service to the people in Robeson County is adequate sanitary sewage collection, treatment, and disposal. Inadequate treatment may result in pollution of rivers, ponds, and ground water to a point where water supplies may be unfit for human consumption. Pollution problems are usually associated with urban or suburban growth in municipalities. Since pollution knows no boundaries, it can spread from residential concentrations and affect the surrounding rural areas. Therefore, proper disposal practices must begin in the incorporated municipalities and other areas of concentrated development.

Presently, the sewer systems are confined to eight municipalities: Fairmont, Lumberton, Maxton, Parkton, Pembroke, Red Springs, Rowland, and St. Pauls. Some of these towns are already providing primary and secondary sewerage treatment plants and others will in the near future. The present municipal systems considered inadequate and a pollution source by the Department of Air and Water Resources are Lumberton's, Maxton's, Fairmont's, and Pembroke's. These towns all have plans for providing adequate treatment facilities prior to 1971.

The remaining areas of Robeson County do not have residential densities which warrant sewerage system installations. In low density residential areas sewage treatment and disposal is not generally considered an immediate problem. Septic tanks and filter beds are usually satisfactory methods of individual sewerage disposal when densities remain low and soil conditions are good.

Recommendations

1. A single county-wide water and/or sewer system does not seem feasible in Robeson County during the planning period for the following reasons:
   a. Sparse population densities.
   b. Great distances between residential concentrations.
   c. There is an abundant quantity of ground and surface water which, after being treated to improve water quality, is a readily available water source.
   d. Additional expense to pump water and sewer great distances to overcome the lack of gravity flow resulting from flat terrain.

   For these reasons, the development of water and sewer systems within the county should be based upon the existing individual water and sewer systems in Lumberton, Fairmont, Maxton, Pembroke, Red Springs, Rowland, St. Pauls, and Parkton.

As shown on Map 2, these existing systems should be extended to reach all municipal and surrounding high density residential areas and major land uses such as new school sites and industries.

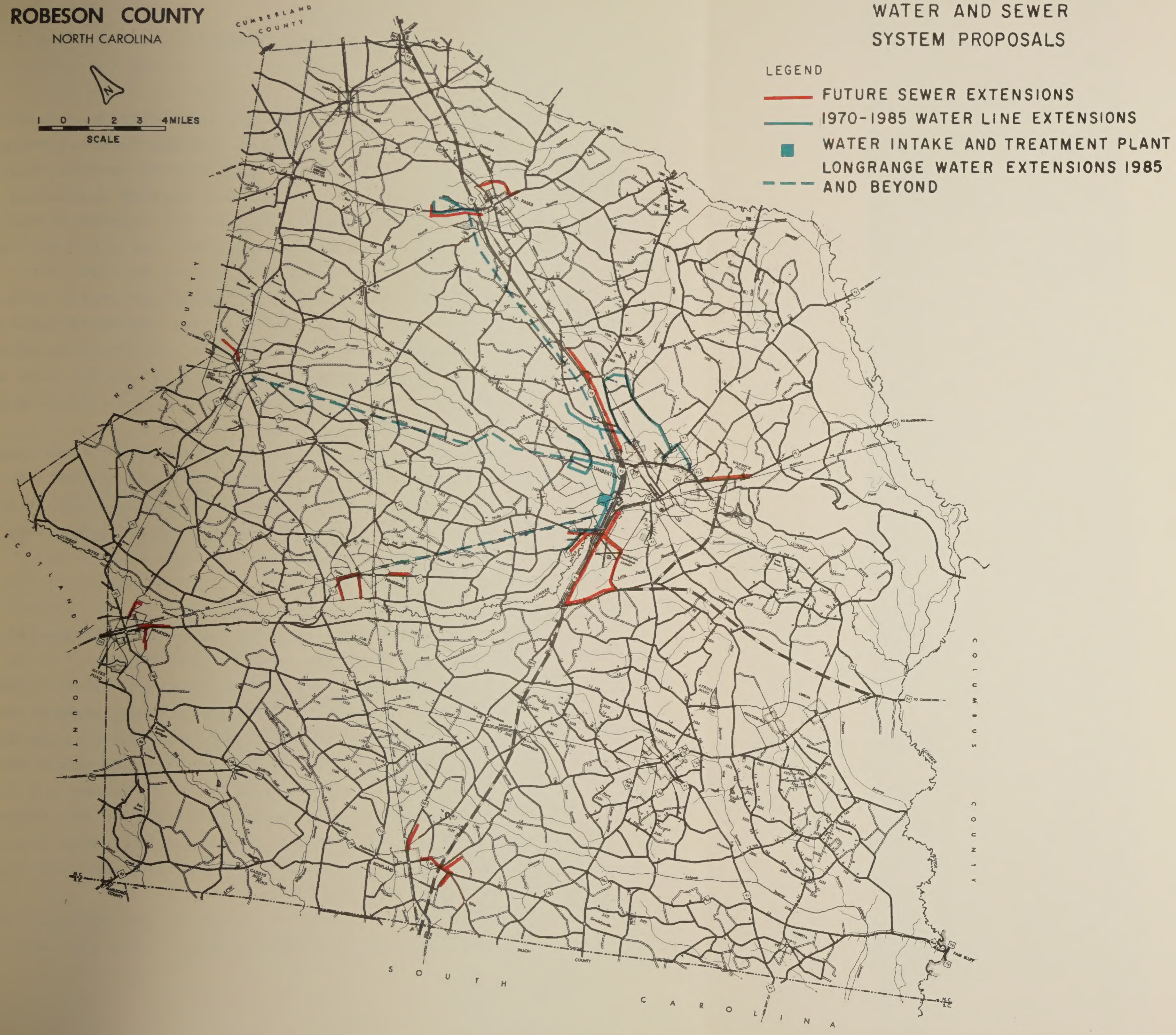
By 1980 the central water intake and purification plant should be constructed near Lumberton on the Lumber River. Water lines should extend radially from the plant to the areas shown on the map. During the latter part of the planning period it may become feasible to extend trunk lines to Pembroke, Red Springs and St. Pauls.

2. A comprehensive water and sewer study sponsored by a Farmers Home Administration grant is being prepared for Robeson County. The engineering firm of Henningson, Durham, and Richardson from Charlotte, North Carolina, will complete the study in the fall of 1969. Upon its completion the study will be the basis for an overall water and sewer program in Robeson County. However, implementation of the program will involve the cooperation and support of all governmental units in Robeson County. Therefore, the County Commissioners and Planning Board should conduct a series of meetings to discuss the program proposals with municipal officials.
3. The County should encourage and assist the municipalities in planning and financing public water and sewer systems.
4. During the next three years the proposed Council of Local Governments should organize a Department of Public Works which would be responsible for planning, operating and maintaining all water and sewer systems in Robeson County. The Public Works Department should have the responsibility for coordinating all water and sewer programs among the member governmental units, planning extensions and new systems according to county growth

patterns, providing technical knowledge to the governmental units, and advising them on Federal, state, and private assistance available for facility installations.

MAP 2

WATER AND SEWER SYSTEM PROPOSALS



SOLID WASTE DISPOSAL

Solid waste disposal services are provided by many municipalities in Robeson County. Lumberton and the Towns of Fairmont, Maxton, Parkton, Pembroke, Red Springs, Rowland, and St. Pauls operate solid waste disposal services and provide authorized open dump sites for depositing the wastes. Of the eight municipalities, Lumberton's five acre open dump is the largest. The other municipal open dumps range from 1/4 to 1 acre in size.

All of the dumps are burned daily and occasionally covered. These practices are considered inadequate by the North Carolina Health Department because the dumps become unsettled, unsanitary, and a health nuisance by providing food and refuge for rats and disease-carrying insects. For these reasons, the present disposal sites are not adequate.

Besides the authorized open dumps there are a large number of illegal and unsupervised dumps throughout the county. The presence of these unauthorized dumps also creates a health hazard and unsightly conditions. If additional disposal sites were available, unauthorized dumping could be reduced.

Recommendations

1. The county should adopt and enforce an ordinance regulating dumping throughout the county.
2. The county should provide five sanitary landfill sites throughout the county. (See Map 3 for suggested locations). A committee should be organized to seek donations of sites or arrange for "dollar per year" leasing.

   Site #1 will serve the City of Lumberton and the surrounding area. This site will receive the largest volume of refuse and will require a full-time piece of equipment (HD7G or equal). Compaction and covering will be on a daily basis.

   Site #3 will serve the Towns of Red Springs, Maxton, Pembroke and the surrounding area. This site will require a full-time piece of equipment (HD6G or equal). Compaction and covering will be on a daily basis.

Sites #2, 4, 5 would serve St. Pauls, Parkton, Lumber Bridge, Roland and Fairmont and surrounding area. One piece of equipment (HD6G or equal) should be able to serve these sites. Compacting and covering would be on a twice a week basis.

3. The county and towns should finance a program under the direction of the Health Department for cleaning up open dumps and illegal refuse disposal sites in the county. Such a program would involve an added expense, but old, unsightly dumps could be transformed into natural areas. The suggested program is described below:
    a. A comprehensive county-wide survey showing the locations of all unauthorized and illegal open dump sites should be made for the county.
    b. After the survey is complete, dump site fires should be thoroughly extinguished.
    c. Exterminate all rats and other infectors. If this step is eliminated, the rats will invade surrounding rural areas or communities.
    d. Compact waste and consolidate to a small area if possible.
    e. Cover the dump with compacted earth.
4. Eventually, the operation and maintenance of all landfill areas should become the responsibility of the proposed Council of Local Governments.

Detailed discussion of the Solid Waste Disposal program is included in Survey Data and Proposed Management Program for Solid Waste Disposal in Robeson County, published by the Sanitary Engineering Division of the North Carolina State Board of Health.

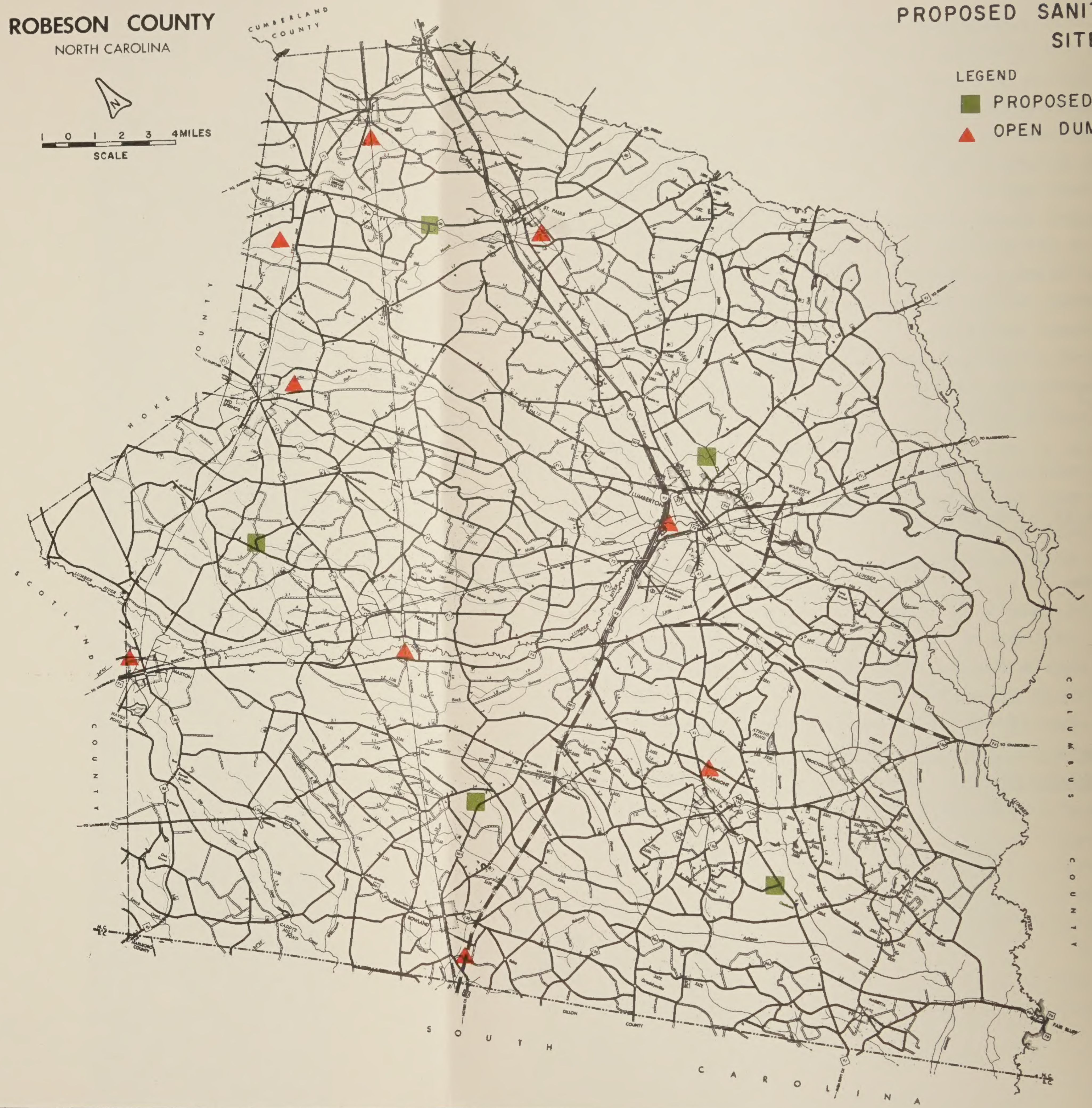
MAP 3

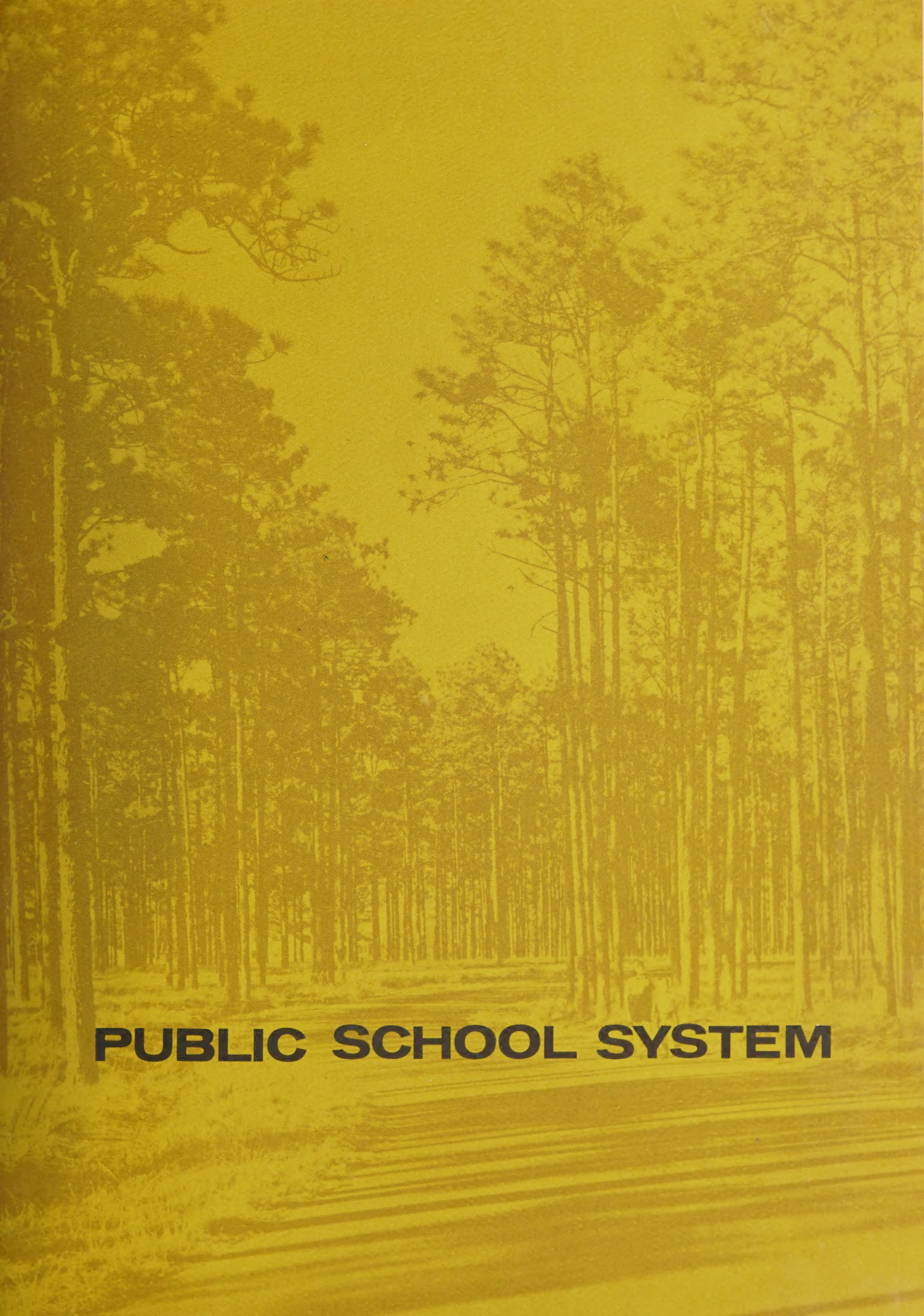
PROPOSED SANITARY LANDFILL SITES

LEGEND

🟩 PROPOSED LANDFILLS

▲ OPEN DUMPS





PUBLIC SCHOOL SYSTEM

SCHOOLS

Within Robeson County there are six separate school administrative districts--Lumberton, Fairmont, Maxton, Red Springs, St. Pauls and Robeson County. Each school district maintains, operates, plans and administers a separate school system. Together, these six districts represent all of the public school facilities in Robeson County.[1]

There are a total of 46 public school buildings in the county. Of this total, 16 are union schools (grades 1-12), 23 are elementary schools (grades 7-12 or 9-12). Several of these schools, however, are old, crowded, and lack adequate facilities. Information presented in Table I reveals that eighteen schools were built prior to 1930 and are probably obsolete. In addition, although ten schools and forty-five classroom additions that were built between 1930 and 1950 may presently be structurally adequate, they will probably become structurally and functionally obsolete during the planning period.

School site size is another deficiency of the schools in Robeson County. Many of the school sites do not meet standards set by the national authorities in school design. The authorities recommend that:[2]

1. An elementary school should have a minimum site of 10 acres plus 1 acre for every 100 pupils.

2. A junior high school should have a minimum site of 20 acres plus 1 acre for every 100 pupils.

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[1] Private schools were not included in this school survey. Data for survey from Robeson County Schools Property Accounting Survey.

[2] National Council on Schoolhouse Construction, Guide for Planning School Plants. (Washington: U. S. Government Printing Office), 1964. These site standards are currently being used by the North Carolina Department of Public Instruction's School Plant Planning Division.

TABLE I

PUBLIC SCHOOLS

County Schools	Grades	Year Built	Classroom Addition	Over 40 Years Old	Will Be Over 40 Years Old By 1990
Allentown	1-8	1928	---	X	X
Ashepole Center	1-8	1926	1950-1960	X	X
Barker Tenmile Institute	1-12	1920	1930	X	X
Deep Branch	1-8	1950	1959		
Fairgrove	1-12	1953	1957-1962		
Hayswood School	1-8	1954	1955		
Hilly Branch	1-8	1939	1959-1961		X
Littlefield High School	9-12	1955			
Long Branch	1-8	1950			
Magnolia High School	1-12	1935	1950-1960		X
Oak Ridge	1-12	1952	1957		
Orrum	1-12	1906	1931	X	X
Oxendine School	1-8	1953	1961		
Parkton High School	1-12	1929	1957-1958	X	X
Pembroke Graded	1-8	1926	1952-1959	X	X
Pembroke Junior High	9-12	1939	1951-1958		X
Pembroke Senior High	9-12	1968			
Philadelphius	1-8	1918		X	X
Piney Grove	1-8	1923	1955-1965	X	X
Proctorville High School	1-12	1950	1959		
Prospect High School	1-12	1952	1959		
Purvis	1-8	1957			
Rex-Rennert	1-8	1960	1963		
Rowland	1-12	1937	1949		X
Rowland Southside	1-12	1926	1952-1963	X	X
Shoe Heel Creek	1-8	1958			
Smiths	1-8	1924	1951	X	X
Union Chapel	1-8	1935	1950		X
Union Elementary	1-8	1951	1957		
West Lumberton	1-6	1951			
Lumberton City Schools					
Jane C. Hargrove	1-6	1913	1947	X	X
Lumberton High School	9-12	1961			
J. P. Moore	6-8	1921	1942	X	X
Rowland-Norment	1-5	1950	1954		
South Lumberton	1-6	1945	1956		
South Lumberton High	7-12	1964			
Tanglewood	1-6	1957	1958-1962		
Fairmont City Schools					
Rosewald School	1-12	1927		X	X
Fairmont School	1-12	1922		X	X
Marietta	1-8	1951			
Maxton City Schools					
R. B. Dean	1-12	1949			
Maxton School	1-12	1924	1947	X	X
St. Pauls City Schools					
East Side	1-6	1928	1950-1963	X	X
St. Pauls	7-12	1923-34	1948	X	X
Red Springs City Schools					
Peterson	1-6	1936	1954-1956	X	X
Red Springs Junior High	7-8	1912	1950-1956		X
Red Springs Senior High	9-12	1961	1968		

3. A senior high school should have a minimum site of 30 acres plus 1 acre for every 100 pupils.

Using these as school site standards, 42 schools in Robeson County have site deficiencies. (See Table II). However, since many sites are surrounded by vacant land, additional land could probably be easily acquired.

School Enrollments

Since 1960 school enrollment has been generally stable. Between 1960 and 1968 enrollment increased from 26,055 to 26,339 or approximately 1 percent. In the elementary grades (1-6), however, enrollment decreased by 1,868 pupils or approximately 1 percent. The reasons for this decrease are probably related to an out-migration of families and an overall decrease of the average family size during the 1960-1968 period. These trends will continue throughout much of the planning period and cause elementary school enrollments to decrease or remain stable.

A second trend which will continue throughout the planning period is the increasing enrollment in junior and senior high schools. During the 1960-1968 eight year period, enrollment in grades 7-12 has increased by 2,150 pupils or approximately 18 percent.

At the present time the enrollment decreases in elementary grades and increases in high school grades have tended to stabilize the overall school enrollment. Nevertheless, many of the existing schools are overcrowded and conditions will get worse. As the county grows, so will the need for school facilities. Population shifts from rural to urban areas will probably occur creating a need for additional educational facilities near the urban centers. In order to provide high quality educational programs with a minimum of expense, changes will be necessary in all administrative school units.

Current Plans

The superintendents of each school district foresee many changes and improvements which must be made in the county's school system. However, because each administrative unit is operating its own system, planning proceeds on an individual basis; each unit is concerned about its own problems and exerts little effort in seeking a comprehensive solution to the county's school problems.

The Governor's Study Commission on Public School Systems published, in 1968, a report on public school systems in North Carolina. After its analysis, the Commission recommended that North Carolina adopt the county as the basic school administrative unit and that the city units merge with the county unit as soon as local conditions permit.

One year after this recommendation, the North Carolina General Assembly ratified a local bill authorizing Robeson County to form a Robeson County School Study Commission to study the possibilities of merging the county's six administrative school units. A thirteen member commission was appointed in July, 1969, to make recommendations by July 1, 1970, concerning the advantages and disadvantages of a merger and changes needed in the school organizations, curriculum, financial support, location of new school plants, transportation, and other aspects affected by a merger.

Recommendations

1. The County Planning Board recommends that the county school units should be merged into one administrative school district which would operate, maintain, and plan the county-wide school systems. Such a merger would reduce duplications of equipment and personnel, provide for county-wide planning of the entire system, and reduce the likelihood of under-use or overcrowding of facilities. Apart from these efficiencies, the system would also benefit from uniform policies and would generally serve as a more responsive governmental service.

TABLE II

SIZE OF EXISTING SCHOOL SITES IN COMPARISON WITH STANDARD AREAS

School	Size In Acres	Total Acres Necessary	Existing Deficient Or Excess Acreage
Allentown	7.9	13.9	-5.9
Ashpole Center	8.8	14.4	-5.6
Barker Tenmile Institute	4.5	--	--
Deep Branch	9.5	13.3	-3.8
Fairgrove	20.1	44.2	-24.1
Green Grove	9.2	13.9	-4.7
Hayswood School	10.4	13.7	-3.3
Hilly Branch	5.0	12.2	-7.2
Littlefield High School	17.2	33.7	-16.5
Long Branch	3.0	12.2	-9.2
Magnolia High School	14.4	44.1	-29.7
Oak Ridge	7.0	34.5	-27.5
Orrum	15.4	41.9	-26.9
Oxendine School	5.0	12.9	-7.9
Parkton High School	12.4	34.6	-22.2
Pembroke Graded	7.9	18.0	-8.1
Pembroke Junior High School	6.0	26.3	-20.3
Pembroke Senior High School	40.7	36.6	+4.1
Philadelphius	2.0	11.4	-9.2
Piney Grove	16.9	13.9	+3.0
Proctorville High School	10.8	34.1	-23.3
Prospect High School	9.4	40.5	-31.1
Purvis	8.8	12.1	-3.3
Rex-Rennert	10.8	13.0	-2.2
Rowland	6.9	34.3	-27.4
Rowland Southside	9.9	38.2	-28.3
Shoe Heel Creek	7.9	11.1	-3.2
Smiths	12.0	13.4	-0.6
Union Chapel	7.6	13.5	-5.9
Union Elementary	7.6	15.5	-7.9
West Lumberton	3.9	10.9	-7.0
Jane C. Hargrove	5.0	13.0	-8.0
Lumberton High School	40.0	39.6	+0.4
J. D. Moore	6.5	27.3	-20.8
Rowland-Norment	7.5	17.8	-10.3
South Lumberton Elementary	10.0	16.7	-6.7
South Lumberton Junior-Senior High School	40.0	56.1	-16.1
Tanglewood	10.0	15.5	-5.5
Rosewald School	9.8	39.5	-29.7
Fairmont School	11.5	51.5	-40.0
Marietta	5.6	12.5	-6.9
R. B. Dean	11.0	38.5	-27.5
Maxton School	11.0	34.4	-23.4
East Side	40.0	18.4	+21.6
St. Pauls	27.0	60.9	-33.9
Peterson	36.0	17.8	+18.2
Red Springs Junior High School	15.0	27.2	-12.2
Red Springs Senior High School	15.0	34.0	-19.0

2. Elementary schools should be located in the same area as they occur at the present time. New units should be constructed to replace those abandoned units in areas where elementary enrollments are large enough to support additional elementary schools. Elementary school physical plants that would be abandoned are: Philadelphus, Shoe Heel Creek, Ashpole Center, and Hilly Branch. (See Map 4). All other schools except Lumberton Junior-Senior and Senior High Schools and Pembroke High School should be converted into elementary schools. This will provide additional elementary classroom space in the urban areas of Robeson County and alleviate existing crowded school conditions by replacing those classrooms which are now or will be obsolete.
3. The Lumberton Senior High School site should be expanded while adjacent vacant land is available for purchase. Four new high school sites will be needed in Robeson County during the next 20 years and should be purchased and developed as shown on Map 4. These sites should range from 90 to 110 acres in size. A site as large as this would be ample to provide a combination junior-senior high school campus-like setting and ample room for parking and building expansion. The school board and county commissioners should begin purchase negotiations during the next few years. It may also be possible to receive some land donations.
4. All administrative activities of the county school system should be located at the present central office of the Robeson County Board of Education in Lumberton, the population center of the county. Many of the systems activities are currently there, including the school bus garage, maintenance warehouses, administrative offices, and the Educational Resource Center (including the county-wide audio-visual center, demonstration classroom, planetarium and teacher's professional library.

The proposed locations for school facilities forwarded in the preceding section are presented on Map 4 on the following page.

MAP 4

ROBESON COUNTY SCHOOL SYSTEM PLAN

LEGEND

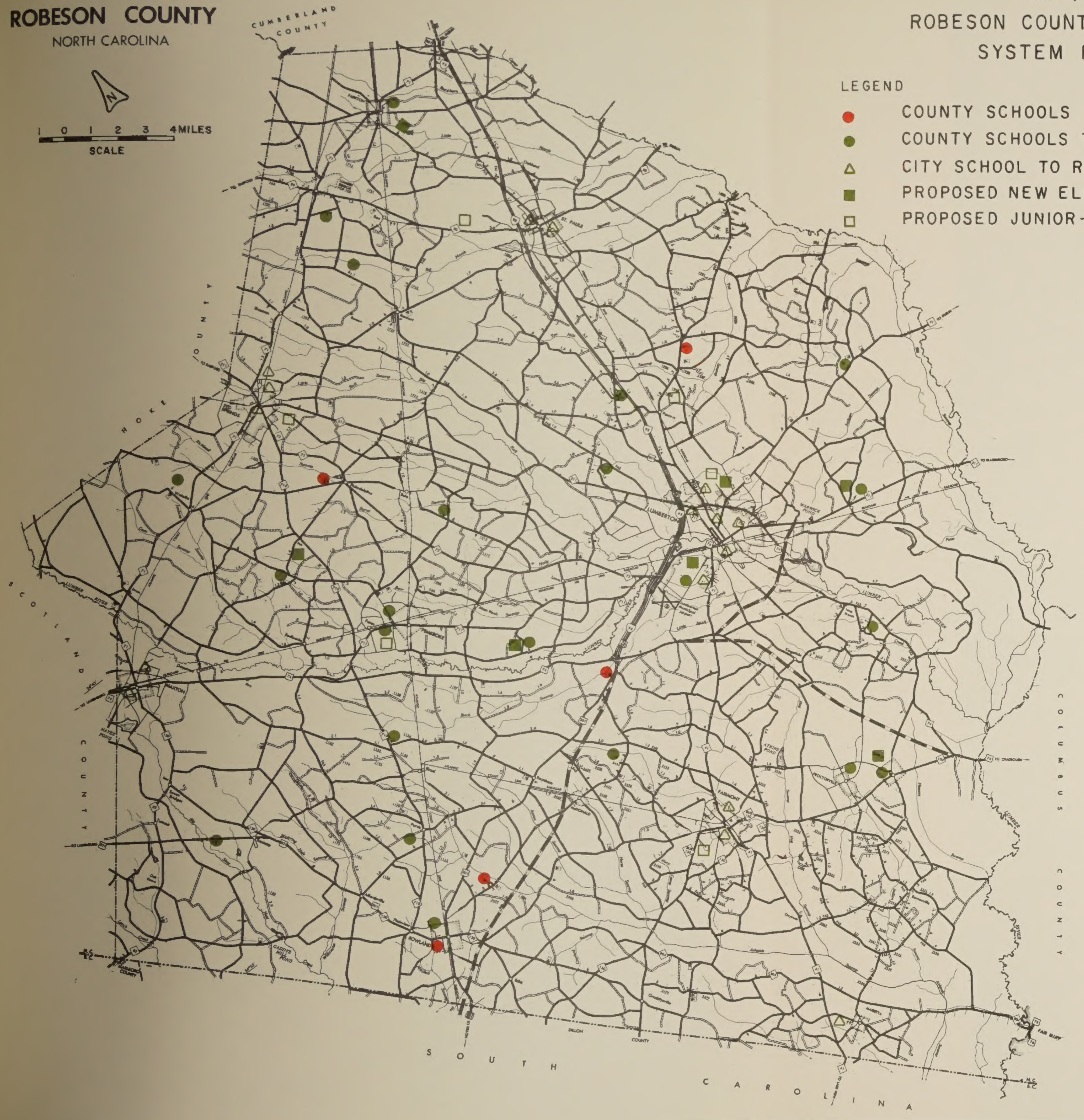
● COUNTY SCHOOLS TO CLOSE

● COUNTY SCHOOLS TO REMAIN OPEN

△ CITY SCHOOL TO REMAIN OPEN

■ PROPOSED NEW ELEMENTARY SCHOOL

□ PROPOSED JUNIOR-SENIOR HIGH



PUBLIC HEALTH & SOCIAL SERVICES

HEALTH DEPARTMENT

The Robeson County Health Department was established in 1912 and is responsible for family disease prevention. A full-time director is responsible for conducting the department's program which provides the following services:

Records vital statistics
Sanitary inspection
(restaurants, etc.)
Disease immunization
Maternal and infant care
Pediatric clinic
Family planning clinic
Venereal disease clinic
School health clinic
Crippled children's clinic
Eye clinic
Chest clinic

The program is conducted by a staff of 17 personnel which includes:

7 nurses
4 clerical nurses
1 X-ray technician
3 sanitarians
1 sanitarian's aide
1 nurse's aide

The Health Department is located in the old county home on N. C. 72. A survey and analysis revealed that the present deficiencies are crowding of office space, inadequate off-street parking, small waiting room, and an inadequate size staff.

In the future, as a result of population increase, new medical programs, and increased opportunities for medical care, more comprehensive continuous services will probably have to be offered to more people. Also, as the county begins continuous and comprehensive enforcement of existing and new ordinances, more service demands will be made of the sanitarians in the Health Department.

Recommendations

1. The present department needs additional office space and modern office equipment and laboratory facilities. A new joint county health and welfare building should be constructed. The present department is centrally located to serve the population and is easily accessible from major county highways. The closeness of the health department to the welfare department is convenient since indigent people must first be certified by the welfare

department prior to treatment by the health department. Therefore, it would be desirable to build a new health and welfare complex near the present site. The Federal Hill-Burton Aid program could be used to obtain Federal grants and loans for constructing and equipping the public health facilities.

2. By 1972, the health department staff should be increased by at least 4 nurses, 2 clerical nurses, and 8 sanitarians.
3. A mobile health clinic should be used by the health department to assist more people in isolated rural areas of Robeson County. For example, a mobile X-ray unit that would also have basic clinic services could be dispatched to remote areas of the county.

SOCIAL SERVICES DEPARTMENT

The Social Services Department was established to provide financial assistance and services to the indigent and less fortunate people of the county. Assistance is provided for the elderly, aid to families with dependent children, disabled people, and blind persons.

The social services are provided by a staff of 41 people which includes the following:

1 director
1 homemaker service supervisor
4 social work supervisors
20 social workers
4 homemakers
2 clerks
9 typists

There are many major problems in the Social Services Department. One problem is the overcrowding of personnel and lack of adequate facilities. Existing personnel have no meeting area or lounges and many lack private office space to conduct their business. A low salary rate throughout the county also creates a problem in securing good social workers and retaining them to work in Robeson County. Another problem is the large number of cases that are assigned to the social workers. The State Department of Welfare recommends a maximum of 60 welfare cases per social worker. Presently, 100-200 cases are assigned to many social workers in Robeson County.

Recommendations

1. A new social services office building should be constructed adjoining the new health department.
2. The staff salaries, within the social services department, should be increased in order to hire more qualified social workers and reduce the employee turnover rate in the department.
3. Additional social workers should be hired to lighten the caseload per social worker. In order to meet the

recommended standard of 60 cases per worker, approximately 10 additional social workers would be needed.

4. Future social services programs will be expanded and more than likely demand additional services and personnel during the next twenty years. Therefore, prior to construction of the new social services offices, a comprehensive program for updating the services and programs of the department should be undertaken and office space should be planned for additional department personnel.

MENTAL HEALTH DEPARTMENT

The Mental Health Department conducts a comprehensive program which includes the following services: day care program for treatment during the day, alcoholism rehabilitation program, vocational rehabilitation program, adult education treatment, in-patient program for chronic mental cases, consultation and educational programs. The program is conducted by a staff of 17 personnel including 1 physician, 6 clerical workers, 2 psychologists, 6 part-time psychologists, and 2 clinical aides.

The Mental Health Department will move into a new 8,000 square foot clinic, which is nearing completion, located adjacent to the Southeastern General Hospital and has the following facilities:

25 offices
Indoor child recreation room
Indoor adult recreation room
2 rehabilitation shops
Outdoor playground
Off-street parking area
23 bed in-patient ward located on the third floor of the Southeastern General Hospital for intensive care unit

The comprehensive mental health program and new mental health clinic will adequately serve the county during the next 20 years. An interview with the department director revealed a need for 6 physicians.

SOUTHEASTERN GENERAL HOSPITAL

The Southeastern General Hospital is a privately owned facility controlled by a Hospital Board of Trustees. A 10-acre site south of 29th Street in Lumberton was selected to build the hospital in 1953. Since then the hospital has grown to include 343 beds and 400 full-time personnel. The medical staff consists of 75 registered nurses, 41 doctors, and a variety of X-ray and laboratory technicians. In 1964 the Board of Trustees announced that it was embarking upon a ten-year four-stage planning program that is outlined below.

Stage 1. Construction of a radiology and out-patient departments, physical therapy department, personnel and housekeeping facilities, boiler room and mechanical equipment spaces. Estimated cost, $865,909.

Stage 2. Conversion of the existing nursing school residence to an extended care facility comprising 80 beds. Construction of a new wing to the existing structure. Estimated cost, $650,000. This facility is financed by a State and Federal grant received March, 1966, and construction began one year later in March, 1967.

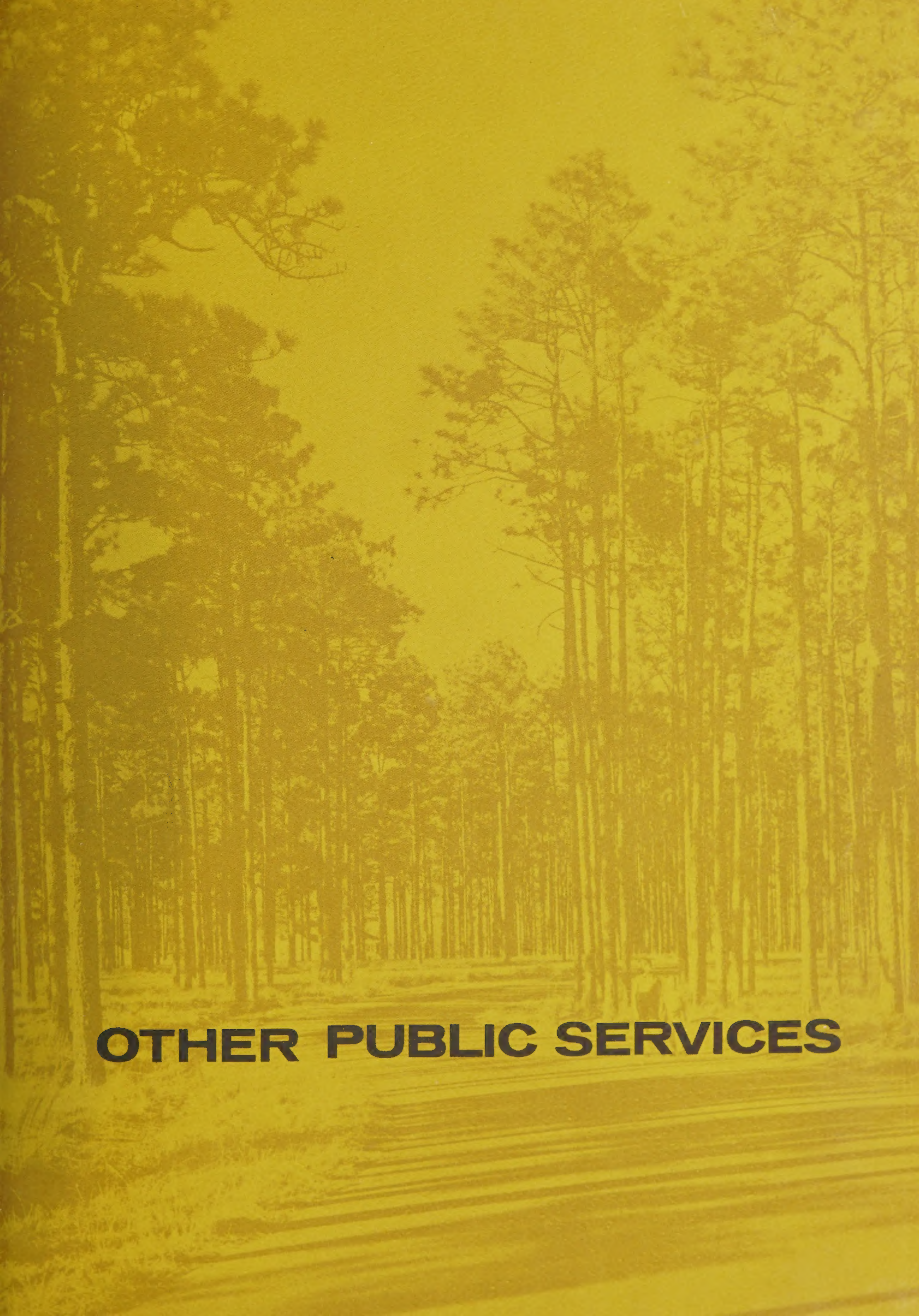
Stage 3. Construction and alterations to hospital building, including dietary, administration, housekeeping, mechanical, nursing, surgical, intensive treatment, obstetricians, nursery, and nursing facilities. Paving additional parking areas. Estimated cost, $2,170,000.

Stage 4. Construction of additional space and alterations for administration, pathology, and personnel facilities, and for the addition of 54 beds to the nursing department. Estimated cost, $860,000.

At the present time, Stage 1 has been completed and a modified Stage 2 is nearing completion. As part of Stage 2, a 23 bed mental in-patient ward will be installed on the third floor of the vacant nursing residence hall.

In addition to the new building construction, new parking facilities, that exceed the parking requirements in Lumberton's zoning ordinance, have been installed on the hospital site. If more parking area is needed during the planning period, additional vehicle spaces can be provided on vacant on-site property or by adding a parking deck above an existing parking area.

The Hospital Board of Trustees should be commended for the role which it has played in providing medical services to the people of Robeson County. By growing in accordance with their hospital development plan and planning additional improvements according to the county's growth needs, Southeastern General will remain as a major asset to Robeson County during the planning period.



OTHER PUBLIC SERVICES

LIBRARY SYSTEM

The Robeson County Library is located at 101 North Chestnut Street in Lumberton. The modern facility was constructed in 1968 from funds provided by the Federal government, North Carolina State government, Robeson County, and the City of Lumberton. The library has a maximum shelf capacity of 90,000 books. As of 1968, the library collection consisted of 20,000 books.

Since the Robeson County Library has been in its new location, book circulation has more than doubled. In 1968, 26,101 books were circulated and statistics for the fiscal year ending July 1, 1969, showed that the circulation has increased to 53,369 books.

Besides reading services, the library provides other specialized services. The library is connected to Raleigh on an "In-Wats" telephone line, providing direct communications to the State Library. The State Library will locate a book in any public or institutional library throughout the state and send it to Lumberton by mail. The library also subscribes to receive art collections that are displayed in the building. A new air-conditioned bookmobile will soon carry 2,600 books over four rural county routes every two weeks. Located within the library is an auditorium capable of seating 200 people. Civic groups, clubs, or other county organizations may use the auditorium to hold meetings. Off-street parking is available across the street and is adequate for most purposes.

In addition to the Robeson County Library, Red Springs, Fairmont, Maxton, Rowland, and Proctorville each operate small municipal libraries.

Recommendations

Robeson County has a modern library facility, but in order to have a well-balanced library system many improvements will be necessary. According to standards prepared by the North Carolina

Library Association, Robeson County should pursue the following program to correct existing deficiencies:

1. A county-wide library system is recommended consisting of the new main library, six branch libraries, and three bookmobiles. The new library will adequately serve as a main library during the planning period; however, one building cannot serve the entire county. The N.C.L.A. recommends that a county library system should contain two books per capita. Based on current and future population estimates, the Robeson County Library System should presently contain approximately 180,000 books and an additional 30,000 books by 1990. In order to satisfy this recommendation, the county would presently have to add 160,000 books to its 20,000 book collection. Since it would be unrealistic to purchase such a large volume of books at one time, a twenty year program is recommended whereby the county could provide 2 books per capita. In order to meet the recommended standard over the next twenty years, revenue should be provided for purchasing a total of 210,000 books or approximately 9,500 books per year.

   Since it is impossible to shelve this volume of books in the new library, branch libraries should be established in the municipalities of Fairmont, Maxton, Pembroke, St. Pauls, Red Springs, and Rowland. Each branch library should contain at least 20,000 books or a number proportional to its service area population. Also, three bookmobiles each carrying 2,000 books will be necessary to travel into more isolated areas of Robeson County.

2. The county's library budget should be increased to equal the state average of $1.30 per capita. By raising library expenditures to meet this average, Robeson County could expend approximately $110,000 in 1970 and $136,500 in 1990.

OPEN SPACE AND RECREATION

Open space is an element of the county environment that can serve several functions. Open space can function to provide local or regional recreational opportunities, protect a valuable scenic natural resource, maintain and improve the wildlife habitat, or add amenities to the county environment. Open space, furthermore, can take a variety of forms such as recreation, conservation, historic, or scenic areas. Each is described below.

Recreation Areas

Table III summarizes the existing recreation areas in the county. Local recreation areas in the county serve the people living in the municipalities or in nearby areas. They include school grounds, playfields, etc.; these are found in many of the towns in Robeson County.

Private recreation facilities are intended to serve anyone who can pay a membership fee or is admitted to the facility on a fee basis. These areas range in size from small fishing ponds to large county serving multi-purpose facilities. The largest private recreation facilities include the Lumbee Recreation Center and the golf courses.

Conservation

An important type of open space is a conservation area. These areas can be used to preserve natural geologic attractions, protect trees, foliage, and plants, shelter fish, animals, and lands or safeguard other resources such as agricultural land or minerals.

Robeson County is endowed with many natural resources having outstanding value for conservation areas, such as agricultural land, swamps, wetlands, woodlands, and Carolina Bays. However, at the present time the only conservation areas are state wildlife refuge areas.

TABLE III

EXISTING OUTDOOR RECREATION AREAS

Recreation Area	Location	Acreage		Activities
		Land	Water	
PRIVATELY OWNED				
A. N. Mitchell Pond	Fairmont	5.0	10.0	Fishing
Bill Hayes Pond	Fairmont	--	20.0	Fishing
Carolina Power & Light Company Lake	Lumberton	2.5	17.5	Fishing
Hayes Pond	Maxton	5.0	25.0	Fishing
Hector Maclean Pond	Lumberton	1.0	5.0	Fishing
J. G. Allen Pond	St. Pauls	--	10.0	Fishing
J. L. Townsend Pond	Lumberton	1.0	7.0	Fishing
J. P. Buie Pond	Red Springs	--	25.0	Fishing
J. Wilton Lewis Pond	Fairmont	--	7.0	Fishing
J. L. Hayes Pond	Marietta		30.0	Fishing
J. P. Buie Pond	Red Springs	5.0	35.0	Fishing
Lacy Buie Pond	Red Springs	5.0	15.0	Fishing
McNairs Pond	Midway	2.0	10.0	Fishing
Mo Kipa	Lumberton	2.0	10.0	Fishing
Robert Olive Pond	Marietta	--	7.0	Fishing
Stone Brothers Pond	Lumberton	--	5.0	Fishing
W. D. Linkhaw Pond	Lumberton	1.0	6.0	Fishing
Carolina Military Academy	Maxton	15.0	2.5	Outdoor sports, tennis courts, boating, swimming
CLUBS				
Woodside Pool	Lumberton	.4	.1	Swimming pool, 1 lighted court area
Scothurst Country Club	Lumber Bridge	16.5	.2	18 hole golf course, 10 tee driving range
St. Pauls Swimming Club, Inc.	St. Pauls	--	.3	3 lighted ballfields, games area
Lumber Recreation Center, Inc.	Pembroke	17.5	10.0	Boating, water skiing, fishing, picnicking, baseball, tennis, 18 hole golf course, clubhouse
Fairmont Golf Course, Inc.	Fairmont	6.7	.1	9 hole golf course
Camp Rockfish	Parkton	35.0	5.0	Canoeing, nature trails, swimming, camping, outdoor sports
American Legion Recreation Park	Maxton	.2	--	Tennis
MUNICIPAL GOVERNMENT				
French Property	Lumberton	3.1	--	Woodlands
Hayswood Playcenter	Lumberton	.4	--	Baseball, outdoor sports
Jaycee Stadium	Lumberton	.6	.2	Baseball, fishing, outdoor sports
Lions Park	Lumberton	.8	--	Baseball, outdoor sports
Recreation Center Atheletic Field	Lumberton	7.0	--	Baseball, tennis, outdoor sports
State Bar Pit	Lumberton	2.0	2.2	Boating, ballgames, water skiing
Maxton School Recreation Area	Maxton	2.5	--	Outdoor sports
Peterson School Playground	Red Springs	1.5	--	Outdoor concerts, outdoor sports
Red Springs High Playground	Red Springs	1.5	--	Outdoor sports
STATE GOVERNMENT				
McNeils Bridge	Lumberton	--	4.7	Canoeing, boating, fishing, duck hunting
Robeson County Dove Management	Shannon	400.0	--	Hunting small game, camping
St. Pauls Small Game Management Area	St. Pauls	240.9	--	Hunting big and small game, camping

Historic and Scenic Areas

Another type of open space is associated with the development of historic or scenic areas. This type of open space commonly provides attractions for tourists who will be traveling through Robeson County. Presently there are no designated historic or scenic areas in Robeson County.

Open Space Development Opportunities

The North Carolina Enabling Legislation and Federal grants-in-aid provide Robeson County with an opportunity for acquiring and conserving open space and recreation areas. The following is a summary of methods that can legally be employed in Robeson County to commence an open space and recreation program.

Outright Acquisition -- Fee simple ownership of land by purchase is made possible to counties through the North Carolina Enabling Legislation. Robeson County has authority to acquire or achieve open space needs through several alternative techniques: a) purchasing or leasing with the option to purchase, b) condemnation by exercising county's right of eminent domain, c) repossessing tax delinquent properties, d) cluster zoning to preserve open space, and e) land donations.

Regulation of Privately Owned Property -- The regulation of privately owned land is possible through cooperative agreements with public or private agencies. Some of the methods used for regulating privately owned land are: a) cooperative agreements for joint county-school use, agreements between county and various civic groups, or private agencies and county-utility company agreements; b) zoning to control the use of land by specifying regulations controlling the development of floodplains or open space lands; c) deed restrictions which cover the way land is used even though the ownership changes; d) purchasing development rights which will insure than an area presently used for recreation purposes will continue to be used for that purpose even after the ownership changes; and e) purchasing easements for certain rights-of-way for a specific period of time. These easements permit such activities as hunting, fishing, hiking, and boat launching.

Financing Recreation Areas -- Many finance methods have been used to acquire, develop, and operate recreation areas. These are described below:

ABC Fund: The State tax returns to counties for alcoholic beverage control store profits can be used to acquire and develop recreation areas. The ABC funds are an important source of revenue.

Bond Issues: Counties have the power to issue bonds for financing land acquisitions in developing recreation facilities. Such financing must be approved by referendum vote.

Special Tax: Counties are authorized to levy a special tax for recreation programs. The tax rate is subject to approval by referendum vote.

Donations: Civic groups can sponsor local projects through which they may contribute towards cost of site acquisitions and development.

Capital Improvements Fund: Money can be set aside as part of the capital improvements fund for acquiring and developing any recreation site. Fees and entrance, parking, and use fees are also commonly used as a source of revenue to finance recreation acquisitions and facilities development.

The Federal government establishes many financial programs for the purpose of assisting county agencies and the acquisition and development of recreation land and open space. The major programs are described below:

Public Housing: Recreational facility funds are available in conjunction with public housing projects. It is possible to add local funds to matching Federal funds for recreation purposes in project areas.

Open Space Land Program: This program authorizes grants on a 50-50 matching basis on the cost of acquiring and developing land for recreation purposes.

Urban Beautification: The Federal government authorizes grants on a 50-50 matching basis for park development for public owned land.

Land and Water Conservation Fund Act: The Federal government authorizes grants on a 50-50 matching basis for the cost of land acquisition and facility development for outdoor recreation projects. This program is administered through the Recreation Division of the North Carolina Department of Local Affairs.

Watershed Protection and Flood Prevention Act: This act was enacted to assist local governments to acquire land easements and rights-of-way for reservoirs and other areas to be used for public recreation. It authorizes the Department of Agriculture to share up to 50 percent of the cost of acquisition for projects and provides that they may also share in development costs.

Cropland Adjustment Programs-Greenspan Provision: This provision authorizes the Department of Agriculture to offer financial assistance for acquiring cropland for nonfarm uses. Uses for which assistance can be received are parks, playgrounds, and camping and picnicking areas.

Existing Recreation Areas

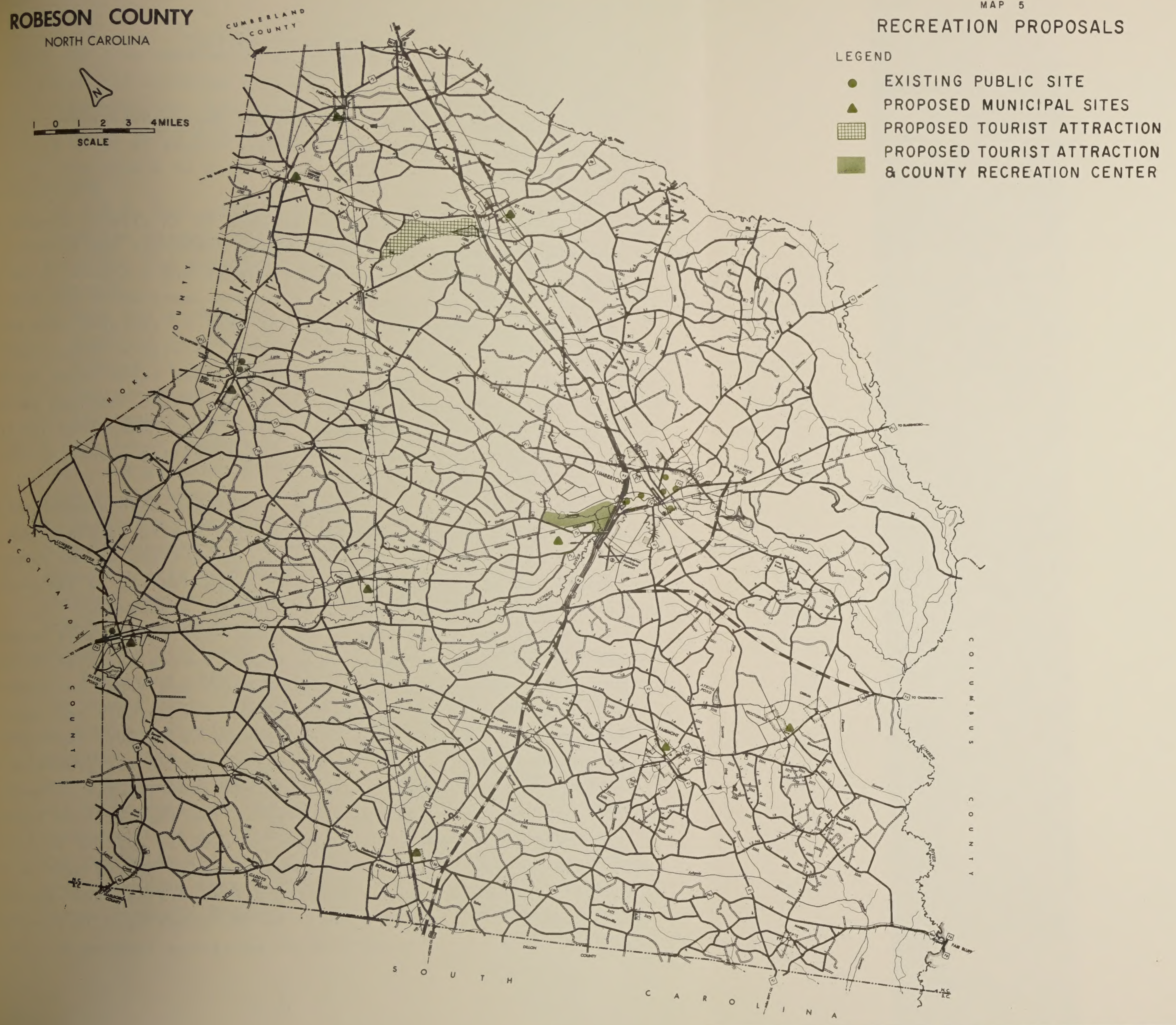
The survey and analysis of recreation and open space facilities in Robeson County revealed deficiencies in the following areas:

1. The county does not provide any public recreation or open space land and the recreation areas provided within the municipalities are generally inadequate.
2. Recreation and open space land is not available for the people in small towns or densely populated rural areas.
3. There are a number of privately owned recreation areas in Robeson County but they do not offer residents the opportunity to partake in a variety of recreation activities.

4. Enrollment in the existing recreation programs in the municipalities is greater than the municipalities' abilities to provide an adequate recreation program for the people within the town and the surrounding area.

Recommendations

1. An Open Space and Recreation Commission should be appointed by the proposed Council of Local Governments. The Commission should be composed of five to seven members whose major functions would be to: a) conduct county-wide surveys to establish priority areas for acquiring and developing open space and recreation lands; b) assist towns and villages to acquire and develop park and recreation facilities and programs to serve the local residents; c) cooperate with state and Federal agencies in the development of the county recreation resources; and d) cooperate with local farmers in assessing the potential value of their farmland for the development of private recreation. (Federal program assistance is available to farmers who plan recreation projects).
2. The Lumber River floodplains and swamps in the eastern part of the county and the Carolina Bays which are predominant in the northwestern part of the county provide natural areas that are well suited for county recreation and open space purposes. These areas should be preserved in their natural state. (See Map 5).
3. There are opportunities in Robeson County to provide tourist attractions which would benefit the county in many ways. An area of the Lumber River floodplain lying adjacent to I-95 could be utilized for this purpose. Areas designated as potential tourist recreation areas on Map 6 should be acquired or developed to attract the tourists who pass through Robeson County. Facilities such as natural gardens, river boat cruises, or an outdoor drama tracing the history of the Lumbee Indians could be planned on these sites.



ROBESON COUNTY
NORTH CAROLINA

MAP 5
RECREATION PROPOSALS

LEGEND

- ● EXISTING PUBLIC SITE
- ▲ PROPOSED MUNICIPAL SITES
- ▦ PROPOSED TOURIST ATTRACTION
- 🟩 PROPOSED TOURIST ATTRACTION & COUNTY RECREATION CENTER

CITY-COUNTY AIRPORT

The Lumberton Airport is located approximately four miles south of downtown Lumberton. Primary access is by U. S. 74 and the I-95-U. S. 74 interchange about 4/10 of a mile west of the airport.

The Lumberton Airport is operated by an airport commission composed of a delegation representing Lumberton and Robeson County. The Airport Commission has received a Federal grant for planned airport improvements. A recent improvement has been the addition of a new terminal building that is equipped with private offices, waiting room, lounges, and a conference room. Another proposed project includes the expansion and resurfacing of the main runway to 6000' to accommodate the flight increase in the airport's light executive jets. Also, since executive jet traffic has been increasing regularly, jet fueling apparatus will be installed by October, 1969.

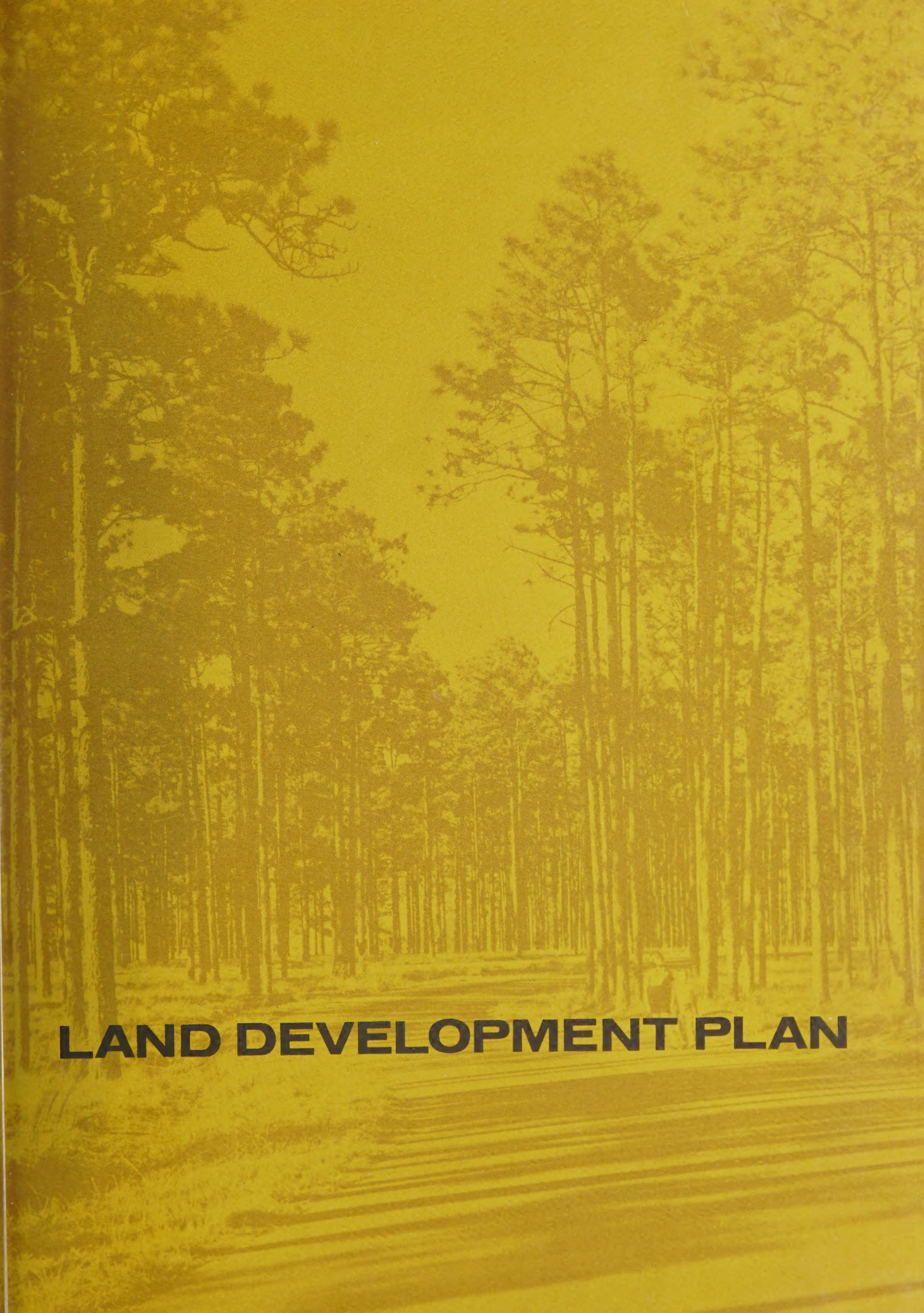
The capacity of the airport is greater than present use demands. Three twin engine and 39 single engine airplanes are based at the airport. According to an estimate by the airport manager, there is room to tie-down approximately 20 additional airplanes and vacant area for any future expansions.

The survey and analysis revealed that the airport is adequate and will continue to be adequate during the next 20 years with some expansion. Improvements which are under construction and those planned will further upgrade the airport and contribute towards its adequacy. The installation of airport improvements demonstrates the airport commission's concern for providing adequate and useable facilities. Certain deficiencies, however, were evident. Primary among these is the lack of fire fighting or emergency apparatus that could be used in case of accidents. Therefore, the Lumberton Fire Department is relied upon to attend emergency calls. Routine emergency fire drills take approximately seven minutes from when the emergency call is received. When a pilot radios ahead that an emergency landing will be attempted, the fire apparatus can usually be ready and in position to attend the disabled aircraft. But when no advance notification is received, the fire department probably could not respond quickly enough to prevent a major catastrophe.

Recommendations

1. The F.A.A. has outlined a recommended plan for the Lumberton Airport Commission that should be implemented by 1973. The following suggestions remain to be executed:
   a. Land for a complete clear zone at the end of runway 5 should be purchased and the tree line should be lowered in the aircraft approach zone.
   b. Taxiway lighting should be installed.
   c. The beacon light should be replaced.
2. A fire truck capable of extinguishing electrical, jet fuel, and gasoline fires should be permanently available at the airport. A vehicle that could be used as an ambulance should also be kept at the airport. The airport manager has tried to acquire these vehicles free-of-charge from Federal Government Excess Property Disposal Depots located in the Southeastern States. However, apparatus that is in fair operating condition is usually difficult to obtain.

   Emergency apparatus can also be obtained through the County Civil Defense Agency; the Agency is authorized to purchase surplus government property for a public purpose. The airport commission should appropriate money from its budget to purchase airport emergency equipment under the civil defense program. Equipment purchased from government surplus may be in good operating condition and will probably result in a lower long-term operating cost than equipment obtained from the Excess Property Depots.



LAND DEVELOPMENT PLAN

INTRODUCTION

Purpose of a Comprehensive Plan

Robeson County's Comprehensive Plan for Development provides a framework for county development. This framework acts as a coordination device for the evaluation of its county development problems, county development potentials, a future Land Development Plan, and a set of recommendations.

The Comprehensive Plan was arrived at through a planning process that involved four steps:

1. The preparation of a County Land Potential Study;
2. The design of a logical future land use pattern;
3. The design of a circulation system; and
4. The design of plans which provide public facilities and utilities.

The Land Potential Study has been completed and is available at the County Courthouse in Lumberton. This Study provides the basic insights into features which are essential to the development of the county's Comprehensive Plan. Natural features such as topography, soils, geology and water, and manmade features such as utilities, transportation, and existing development were inventoried and analyzed in order to gain an insight into the county's development potential.

After the completion of this Study, the next task is the preparation of the remaining elements of the Comprehensive Plan. A future land use scheme for residential, agricultural, commercial, industrial, and recreation land uses will be arranged into a logical future land use pattern. As the plan for land use is being developed it is necessary to design a scheme for the circulation of people and goods. Such a scheme should provide direct and easy access to population and economic centers in the county. The final element of the Comprehensive Plan relates to the provision of adequate public facilities and utilities. A well-planned county needs parks, schools, libraries, water and a host of other facilities to provide for the convenience and enjoyment of its citizens.

All of the component parts of our environment - residential areas, industry, commerce, transportation, utilities, schools, and many others - are not planned separately. If planned separately, all of these components are just bits and pieces, but when they are planned and related to one another, the net result is a Comprehensive Plan for County Development.

The Plan should be periodically reviewed and updated to determine its continued applicability to guide county development and to serve as the basis for decisions of the County Planning Board and the County Commissioners.

Implementation of the Plan

Introduction

The Comprehensive Plan cannot become a reality without governmental action. Governmental units must coordinate their efforts to seek joint solutions to overlapping problems. The proliferation of government units that normally follows urban expansion often results in a duplication of effort and expenditures. Each unit often has its own taxing power, its own powers of eminent domain, and its own financial authority. The Comprehensive Plan should be utilized to facilitate closer coordination so that each can be an asset, not a liability, to each other.

For the reasons cited above, a new organization called the Council of Local Officials, should be created and made responsible for seeking area-wide solutions to problems which affect two or more governmental units. The Council and its responsibilities are discussed in more detail in the Community Facilities Plan.

Besides governmental action, private action received from citizens' committees and civic groups can play a major role in the implementation of the Comprehensive Plan. Citizens' committees can, by studying special interest problems at great depth, contribute a substantial input to the implementation of the Plan. Civic groups that are properly guided can often contribute to community improvement by transforming proposed projects that government is unable or unwilling to achieve into realities. The effectiveness of any private group will, however, depend upon how willing individuals are to devote their time and efforts to aspects of the Plan.

Plan Implementation Tools

Continuing Ordinances and Codes

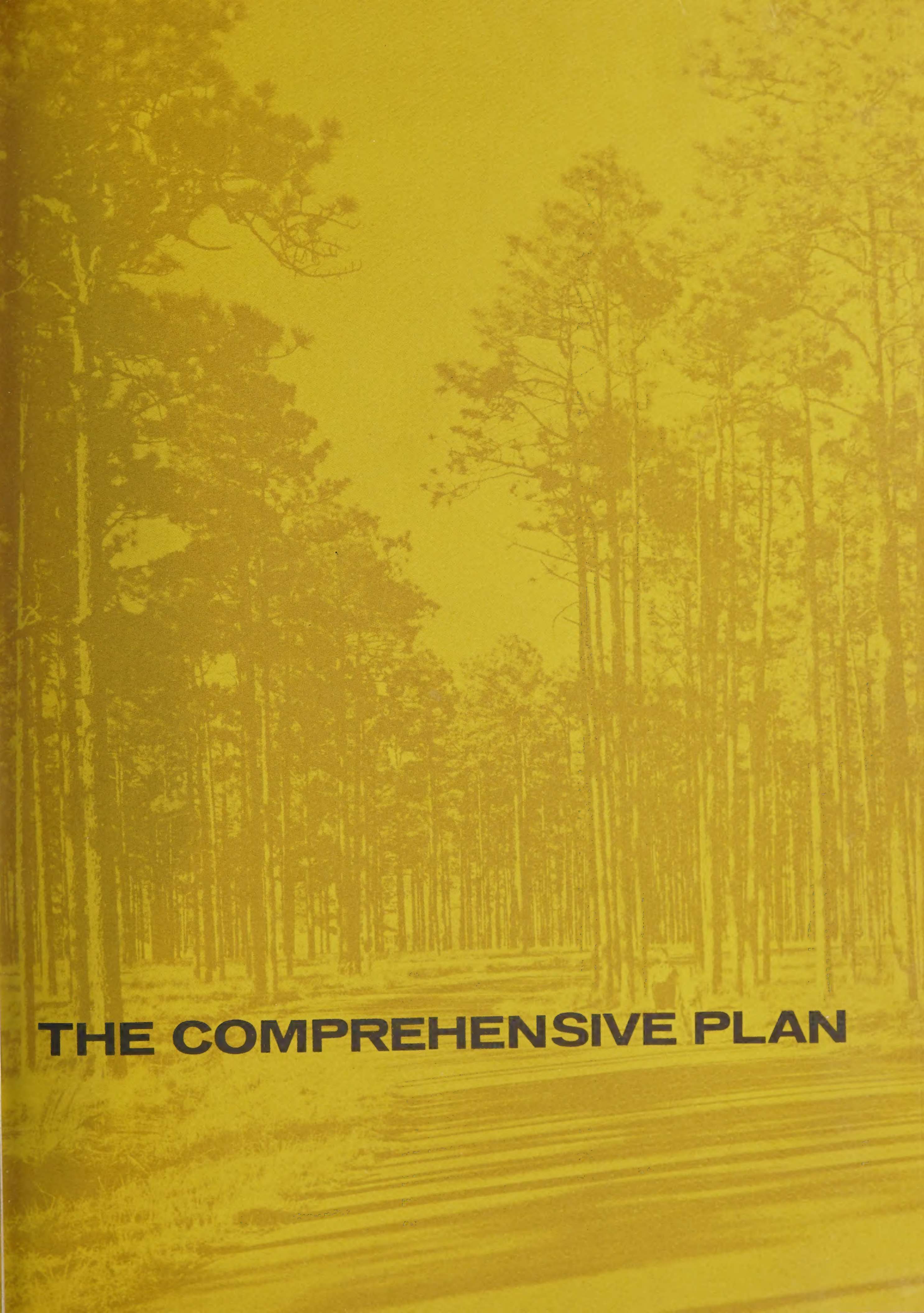
Presently, a zoning ordinance is one of the most effective tools in achieving the future land use patterns. A zoning ordinance is intended to achieve compatible land use patterns and to protect land values through establishing regulated districts. A County Zoning Ordinance is now being prepared as part of the county's planning program.

Another ordinance, the subdivision ordinance, is usually prepared to equip the County Commissioners with controls that are not included in the zoning ordinance. The subdivision ordinance insures the county that new development will include responsible consideration for such items as adequate road widths, properly designed street intersections, and proper surveying and recording of the plats in the county land records. Preparation of the Robeson County Subdivision Ordinance is not included in the county's first planning contract. The Planning Board recommends that the County Commissioners appropriate funds for the Ordinance.

In addition to the two ordinances, physical development can be improved by the use of various codes related to construction and development. The adoption of housing, building, electrical, plumbing, and sanitation codes are basic to preserving and improving the quality of housing and the county's environment in general. The adoption of these codes will help to implement the Plan by providing certain minimum standards, below which adequate safety and quality could not be assured.

Capital Improvements Program

Another implementation tool is a Capital Improvements Program that outlines a method for the financing and construction of projects recommended in the Comprehensive Plan. Basically, this program is a priority system for project implementation based upon the need and the county's financial abilities. Since a Capital Improvements Program is not included in the county's first planning contract, the County Commissioners should appropriate funds for its preparation.



THE COMPREHENSIVE PLAN

THE COMPREHENSIVE PLAN

Introduction

The Comprehensive Plan for Robeson County is divided into three sections: the Land Use Plan, Sketch Thoroughfare Plan, and Community Facilities Plan sections. The Land Use Plan section includes goals and recommendations for agricultural, residential, commercial, industrial and recreational uses of the land. The Sketch Thoroughfare Plan includes a design and recommendations for the entire transportation system with the county. Finally, the Community Facilities Plan includes an analysis and recommendations for facilities to be financed by the county government or a combination of county and municipal governments.

The Comprehensive Plan Map, on the back cover, is a graphic presentation of the future land use pattern and the recommendations expressed in the Plan. The location of land uses and public facilities are based on the projected needs for the county and accepted land use planning principles.

Land Use Plan

It is the purpose of this section to present the Land Use Plan for Robeson County. The Land Use Plan is a twenty-year plan portraying a future environment for the inhabitants of Robeson County. In order to achieve the environment best suited to the needs and wishes of Robeson County's inhabitants it was necessary to establish a set of development goals. The goals serve as the basis for the Plan and are intended to guide public and private decisions towards realization of the Plan.

Development Goals

In preparing the Land Use Plan, the following set of goals were formulated to guide decisions related to land use and transportation development.

General. Establish a healthy, safe, well-balanced county environment that will insure the best possible living conditions for all the inhabitants of Robeson County.

Agricultural. Maintain the rural-agricultural environment by conserving the natural resources and choice agricultural land.

Residential. Improve the level of living by providing safe, compact, and attractive residential areas.

Provide a wide variety of housing types.

Commercial. Promote orderly commercial growth by providing a full range of commercial services.

Industrial. Strengthen the local economy by promoting industrial development in appropriate locations.

Promote sound industrial development by selecting and reserving diversified industrial sites.

Conservation. Provide for the park, recreation, and open space needs of the county.

Preserve major river and creek floodplains as permanent areas of open space.

Transportation. Provide a transportation system that will reinforce the basic traffic patterns and link the growth areas.

These goals will probably not be accepted in their entirety by all the people and neither are they inclusive. They are intended primarily to serve as a basis for a practical Plan which when adopted will serve as a guide for evaluating public and private decisions concerned with land development.

Land Acreage Forecast

Prior to the preparation of the Comprehensive Plan, it is important to determine the amount of land needed to accommodate additional county growth. Any forecast made for the county's land uses can be related to the expected population increases, and for the purposes of estimating requirements, this method was used. However, the actual amount of land used during the twenty years planning period depends upon a greater variety of unpredictable factors: private investment decisions, county zoning policies, and regional and national trends particularly in agriculture and urbanization. Therefore, without having a clear understanding of these future trends, Robeson County's future land use forecast can only be a generalized forecast.

The forecast indicates that by 1990 approximately 4,000 more acres of residential land will be needed in Robeson County. This estimate is based on a population increase of 16,000 people and an average family size of 4.0. (It is assumed that the average family size could decrease from 4.9 to 4.0 during the twenty-year period.) It is also assumed that the existing average density of dwelling units per acre in municipalities will remain at approximately 3 units per acre.

Included in residential land use is the land acreage that will be necessary to replace the estimated 10,000 substandard housing units in the county. It is assumed that by 1990, 60 percent of the substandard housing units could be replaced. Therefore, about 2,000 additional acres of land will be necessary for these new housing units.

Commercial land uses have also been estimated for the anticipated population increase. By 1990 approximately 100 additional acres of commercial land will be required for the people of Robeson County.

Industrial land requirements are probably the most difficult to determine because industrial buildings require a variety of site sizes. Existing industries in Robeson County are located on sites ranging anywhere from 10 to 420 acres. The 420-acre industrial site is the largest in Robeson County, but some prospective industrial firms are considering sites of 700 acres. The development of large industrial sites in the county is a recent trend which will continue in the future.

Three thousand (3,000) acres of land should be reserved for industrial land uses for the following reasons:

1. Each industry requires specific site and transportation features.
2. Each industry is in need of varying site sizes and shapes.

3. Some industries find it desirable to group together into large industrial park sites ranging anywhere from 500 to 1,500 acres.
4. Modern industrial plants are converting to horizontal assembly line production techniques which necessitates large one-story structures.
5. Modern industry requires more truck loading and employee parking area than in the past.
6. Many industries purchase land acreage in excess for future plant expansion.

Robeson County's open space needs can be calculated by planning 20 acres of public open space and recreation land for every 1,000 inhabitants. Therefore, by 1990 Robeson County will need approximately 2,100 acres of open space and recreation land.

County-Wide Development

The Land Development Plan Map graphically illustrates the urban development pattern for Robeson County. The Plan calls for the concentration of new urban growth around the existing municipalities and the expansion of municipal facilities.

The outlying portions of the county surrounding these municipalities are planned to remain rural and open in character. Except for urban growth in the communities which are now scattered around the county and at key highway interchange areas of I-95 and U. S. 74, these outlying areas should be basically reserved for agriculture, open space and recreation uses, and low density residential uses.

The execution of this County-Wide Development Plan will depend upon how well the existing governing bodies can exercise their planning authority. The county and municipal governments are authorized by the N. C. General Statutes to draft plans and ordinances that will serve as a guide for future land development. However, county public officials cannot enforce any of their planning powers in a municipal jurisdiction, and if the municipal governing body does not elect to exercise its planning powers inside or outside of its corporate limits, no plans will be available to guide land use patterns in the prime urban growth areas.[1] Therefore, where this situation exists, any new urban growth can create an unhealthy, unsafe, and even an unlivable environment.

In Robeson County nine municipal governing bodies have never drafted any plans or ordinances.[2] Therefore, since planning tools have not been adopted within these municipal jurisdictions, the jurisdictions cannot be assured sound land development practices and the provision of adequate public services and facilities.

A method is available for these municipal jurisdictions to be included in their county's planning process. The General Statutes authorize municipal governing bodies to request that the county prepare and enforce ordinances for the area within their jurisdiction. Therefore, Robeson's municipalities could be included in the planning process provided the county officials were receptive to any municipal requests.

Specific Recommendations

1. As recommended in the Community Facilities Plan, the proposed Council of Local Officials (CLO) should organize and direct an area-wide planning program throughout the county.
2. Prior to the formation of CLO, the county officials should prepare and adopt county zoning regulations that would include municipalities jurisdictions requested by the local governing bodies.
3. The Planning Board recommends that the county officials appropriate funds for the preparation of county-wide subdivision regulations.
4. The Planning Board will sponsor joint meetings between developers and local officials to educate them in the

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[1] A municipality's jurisdiction as defined in the General Statutes includes the land area within the corporate limits as well as an area extending one mile beyond the corporate limits.

[2] These are the towns of St. Pauls, Rowland, Pembroke, Parkton, Proctorville, Orrum, Marietta, Lumber Bridge, and McDonald.

use of the Robeson County Soil Survey as a guide to proper land development.

Agricultural Areas

Land used for agricultural purposes constitutes the major land use in Robeson County. The county's rich soils, level topography, long growing season, and ample supply of water, create ideal conditions for large-scale farming operations.

Therefore, in order to help maintain the county's prime agricultural land and promote large-scale farming, the County Planning Board forwards the following recommendations.

Specific Recommendations

1. The Planning Board supports a previous recommendation to concentrate new growth around the existing municipalities. This will help to maintain large rural vacant tracts of land for agricultural purposes and assure efficient utilities extension.
2. The Planning Board will schedule joint meetings with the Farmers' Home Administration and the Agricultural Extension Service to investigate methods of improving and conserving the county's natural resources. Specifically, efforts should be made to establish a program aimed at converting idle and/or marginal cropland back to timberland.

Residential Areas

The proposed future pattern of residential growth as graphically illustrated on the Comprehensive Plan Map is a more logical continuance of present residential development trends in the county. Various residential land use densities are shown occurring in compact units grouped around the county's urban developed areas as they may conveniently draw on the commercial, industrial, and recreation activities. In addition, such a grouping of residential uses makes utility extension to developed areas economical, plus, in such locations, new residential areas may utilize existing community facilities to efficiently serve their needs.

Specific Recommendations

1. Zoning regulations consistent with the following suggested residential densities would be instrumental in providing the County Planning Board and Commissioners with the necessary controls to insure a high degree of environmental quality around Lumberton and the remaining municipalities.

   Three residential densities are recommended: low, medium, and high densities.

   Low Density - The low density districts are included to assure sound development and a healthy environment where municipal services are not available and probably will not be during the planning period. Since water and sewer services are lacking, individual owners must provide their own wells and septic tanks. Therefore, a lot size of one half acre or more is necessary to assure the occupants of a healthy, safe residential environment.

   Medium Density - Medium density residential districts are planned for areas that are served by municipal services. Up to three dwelling units per acre will be permitted in this district.

   High Density - The high density districts lie adjacent to municipal boundaries and are served with public water and sewer facilities. The recommended density ranges from 4 to 5 dwelling units per acre.

   All three residential districts are proposed around Lumberton. Because of the municipal airport and limiting natural conditions such as a high water table, a low residential density is recommended along Lumberton's southern city boundary lying between I-95 and U. S. 74. Because of the area's generally good soil conditions and close proximity to major highways, most residential growth will occur north of the city. In this general area, residential densities should vary from high to medium as the distance from Lumberton increases. Because of high water tables and lack of sewer facilities, much of the east and west fringe areas should be developed as low density residential areas.

Low and medium densities are recommended around the remaining municipalities. Within the boundaries of the existing municipalities there is enough available vacant land for higher density residential districts. Of all the town centers, Red Springs, St. Pauls, Maxton, and Pembroke will probably grow the fastest.

2. In addition to adopting zoning regulations, subdivision regulations should also be adopted to provide the Planning Board and County Commissioners with necessary controls over the subdivision of land and subdivision development standards.
3. The County Planning Board will meet with the County Housing Authority to suggest housing project sites that are compatible with the Comprehensive Plan.
4. The County Commissioners should organize an advisory committee that would advise and encourage the local builders to construct new housing units that can help satisfy the local low-income housing market.
5. Building, housing, electrical, plumbing, and sanitary codes should be adopted and enforced by establishing a code enforcement program that would be conducted by the proposed CLO.
6. The Planning Board should organize groups of rural community leaders who will make efforts to improve the rural housing conditions and environment. Programs sponsored by the Farmers' Home Administration, the Rural Housing Loan Program, the Rural Renewal Loan Program, may successfully help promote rural housing improvements.

Commercial Areas

The existing pattern of commercial land uses as described in the Land Potential Study will continue during the twenty-year planning period. Because of Lumberton's large size, and its significance as a regional trade center, vacant land near

Lumberton's primary highways, highway intersections, and highway interchanges become prime sites for commercial development.

Other municipalities can be expected to experience additional commercial growth but at a slow rate. In these municipalities, commercial growth will continue inside or just outside the city limits along major highways or their intersections.

Commercial growth has also occurred in scattered rural areas over the county. However, due to a decreasing rural population, the future of such commercial uses is dubious. Only the existing vacant land along heavily traveled roads or near major crossroads has the best potentials for commercial land use development.

Other commercial growth will develop along existing and proposed I-95 and U. S. 74 highway interchanges. Vacant land near these interchanges becomes desirable commercial property sites for businesses that offer services to traveling motorists - gasoline stations, motels, restaurants, overnight trailer camps, and curio and gift shops.

Specific Recommendation

Additional commercial uses within the county should be generally limited to existing urban growth centers and adjacent to interchanges on I-95 and U. S. 74.

Industrial Areas

As discussed in the Land Potential Study, industrial growth has occurred rapidly over the past ten years and should continue in the future. Therefore, before additional industries locate in Robeson County, it is important to provide future industrial sites that are located in areas having suitable soil conditions, ready access to different modes of transportation, sufficient electrical and gas power supply sources, and convenient driving time for the labor force.

Specific Recommendations

The following future industrial sites have been grapically illustrated on the Comprehensive Plan Map:

1. Vacant land along I-95 and U. S. 301 near St. Pauls, Lumberton, and Rowland are excellent sites for industrial land use because of their exposure and accessibility to major highways and their nearness to urban services.
2. Land that is adjacent to the Lumberton Municipal Airport and fronting I-95 is desirably located for development as an airport industrial park. Airport taxiways can be linked to the site, the land is highly visible from I-95, easy access is provided by an I-95 interchange 0.4 of a mile north of the airport, and water and sewer services will be provided to the area in the near future.
3. Another industrial site that is located near the airport fronts on State Road 2208 between I-95 and N. C. 41. S.R. 2208 will become part of the proposed U. S. 74 system in Robeson County and access will be possible from the U. S. 74, I-95 and the U. S. 74, N. C. 41 interchanges. Also, major electrical transmission lines are located nearby. The area is not served by water and sewer facilities.
4. Land near the B. F. Goodrich Company industrial site between N. C. 72 and the Seaboard Coast Line Railroad is not served by water and sewer facilities, but other features make it desirable for industrial use. The area is flat and well-drained; it has frontage on N. C. 72, a primary state highway; it is served by the Seaboard Coast Line Railroad, major electrical transmission lines, a natural gas pipeline; and it is about 4 miles west of an I-95 interchange and the Lumberton Municipal Airport.
5. Other desirable industrial sites are located near Maxton and Fairmont. Both towns have water and sewer facilities

that can be extended to the industrial sites. The sites have good access including branch railroad lines and two primary highways. Major electrical and natural gas transmission lines pass near the sites and the Maxton sites have access to the Lumber River.

6. In Red Springs a water line has been extended to an industrial site north of town on N. C. 211. Additional industrial development is desirable in this area because municipal water is supplied, access is provided by a branch railroad line, and a primary highway, and a natural gas transmission pipeline is located nearby.
7. An area east of Lumberton fronting N. C. 211 has key potential for heavy industries. The site is ideally located adjacent to swamps where prevailing southwesterly and northwesterly winds would carry odors or smoke. Good access to the area is possible by both railroad and a primary highway, N. C. 211. A natural gas transmission line is located nearby.
8. A ten acre site on N. C. 711 with level, well-drained land also is a promising industrial tract. Municipal water and sewerage is available at the site, which is served by the nearby Seaboard and Atlantic Coast Line terminals in Pembroke. The site is nine miles from the Lumberton Municipal Airport and Interstate 95.

Recreation Areas

Robeson County has abundant natural resources which offer good opportunities for recreation development. A prime asset that has had little recreation development is the Lumber River. The river's course not only extends nearly forty miles through the county, but it also flows near I-95 and through Lumberton. If recreational sites along the river were developed near the city, the sites would be developed in relation to a large population center and the heavy volume of tourist traffic along I-95. Special recreation facilities such as botanical gardens, a riverboat ride, or an outdoor drama could be planned to attract tourists into visiting for a day.

Other areas of the county are conducive to open space uses that could be used as wildlife management areas, hunting and fishing areas, and a public park. Land ideally suited for these uses is located along the county's numerous creeks and in the swamplands of the northern, eastern and southeastern portions of the county.

Specific Recommendations

1. In order to preserve the county's natural resources and provide adequate county recreation opportunities, the County Commissioners should appoint a recreation commission to assist the Planning Board in selecting areas having the highest recreation potential.
2. After the proposed CLO organizes a Department of Parks and Recreation, the existing recreation commission should be made responsible to new department.
3. Although little recreational use is made of the Lumber River, the river and its floodplain constitutes a large land and water area of great recreational potential. Various areas along the river would be suitable for park and recreation areas that would serve residents and tourists. Detailed recommendations are set forth in the Community Facilities Plan section of this report.
4. Areas that are prone to periodic flooding should be designated as a floodplain district and kept free of development other than for agricultural and accessory uses.

Sketch Thoroughfare Plan

This section is a study of Robeson County's thoroughfares. Together, the thoroughfares form the general transportation pattern, which, of course, is a critical stimulus to the county's development. The location of major streets and highways will influence the county development pattern and conversely the location of existing and proposed land uses affects major streets and highways. This interaction requires that the Sketch Thoroughfare

Plan be compatible with the many components of the Comprehensive Plan Map.

For the purposes of describing the Sketch Thoroughfare Plan, existing and proposed thoroughfares are classified according to standard state categories:

Primary Highways - These facilities are numbered NC, US, and Interstate highways which interconnect population, economic, and recreational centers within the state to each other and to other such centers in neighboring states.

Major County Roads - These facilities interconnect economic, population, and recreational centers within the county and adjacent counties and carry traffic to the primary highway system. They are generally continuous and serve areas of considerable size.

Major County Roads - These facilities serve subareas of the county and perform the function of collecting traffic from the local county roads and carrying it to the major county road and primary highway systems.

The proposed Sketch Thoroughfares are graphically illustrated on the Land Use Plan Map. The proposals are based upon the existing and future land use plan for development. The plan, then, is a proposed county thoroughfare system for the twenty-year planning period.

Specific Recommendations

Primary Highways:

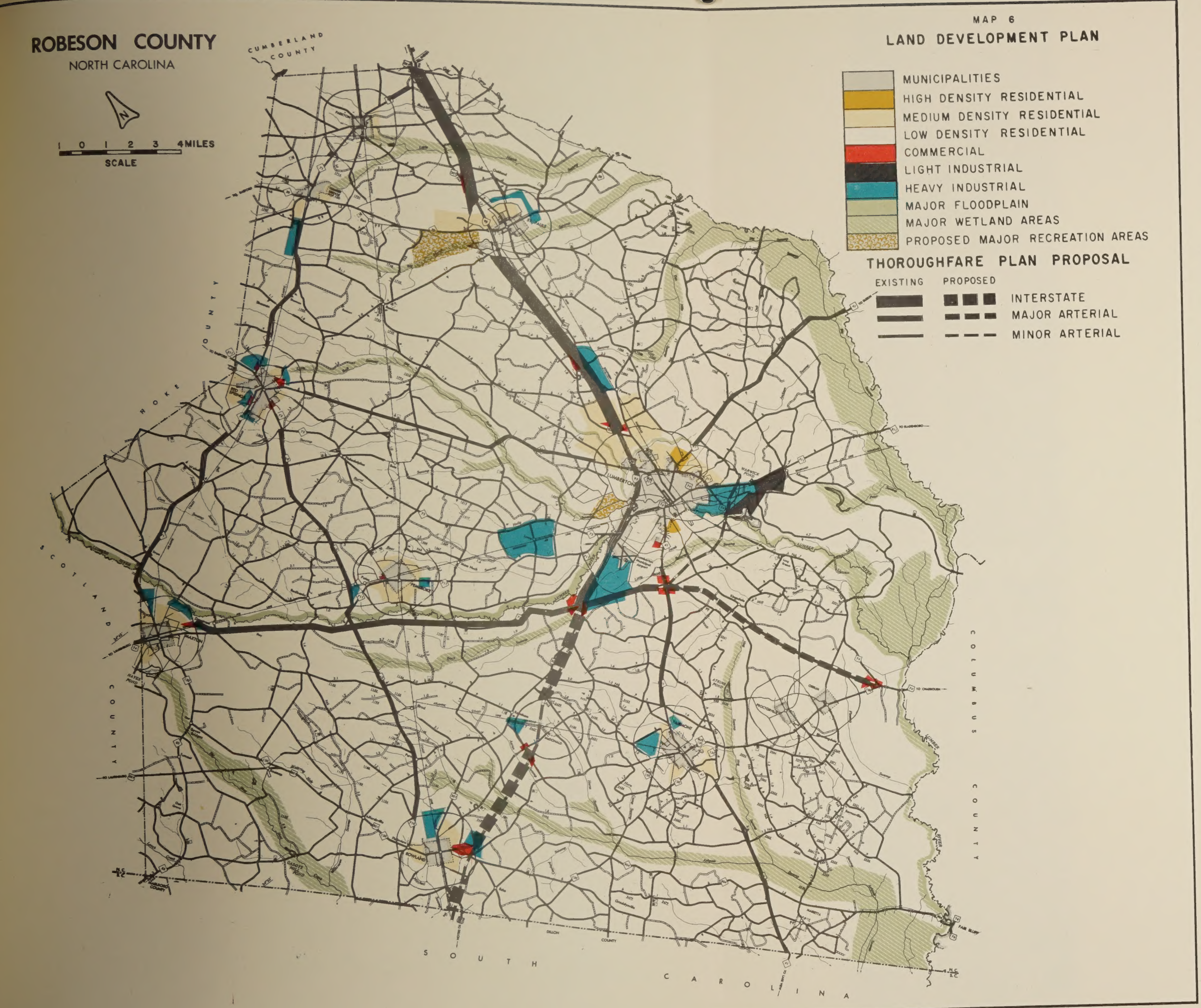
1. Current primary roads I-95 and N. C. 74 which are scheduled for completion early in the 1970's should adequately handle the traffic during the planning period. The section of U. S. 74 from I-95 to the western county line may need to be four-laned during the planning period.
2. A section of U. S. 301 should be realigned between St. Pauls and Lumberton. U. S. 301 should be redirected to join State Road 1005 in order to provide direct access to that anticipated growth area north of Lumberton.

Major County Roads:

1. A highway should be constructed between Red Springs and St. Pauls to provide a quick, direct traffic route to I-95. State Road 1004 could be utilized if it were widened and extended into Red Springs.
2. Traffic should be rerouted around the proposed town centers by constructing bypass routes. Lumberton, Red Springs, and Fairmont have completed thoroughfare studies which recommend bypass routes around the city. Since these studies have not been mutually adopted by the State Highway Commission, they should be forwarded to the Commission for final adoption.

Minor and Local County Roads:

1. No changes are proposed for the locations of these roads. However, as growth areas develop, traffic generators and patterns should be analyzed to determine if road changes are necessary.
2. The Planning Board should recommend what unpaved roads need paving. A list of roads and reasons for paving them should be prepared and submitted to the Highway Commission Engineer.



ROBESON COUNTY

NORTH CAROLINA

MAP 6

LAND DEVELOPMENT PLAN